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ABSTRACT

This is the final report of Phase 2 of a study on teacher training and professional development in the nation members of Asia Pacific Economic Cooperation (APEC). Phase 2 examined policy and practices of teacher induction in 11 participating APEC members. This report provides responses to a survey and three case studies. The survey asked Education Forum representatives or issue-area experts about strategies, programs and practices, participation, mentors, guidance teachers, government policies, financing, outcomes, and future plans. The case studies examined teacher induction models in Australia, Japan, and New Zealand. Results showed that promising teacher induction models operate within a culture of shared responsibility and an environment where all professionals take active roles in the acculturation and transition of new teachers. The programs use a multi-pronged set of support strategies, including mentoring, modeling good practice, orientations, and inservice training; they focus on assisting rather than assessing new teachers. The report includes six chapters: (1) "APEC Teacher Induction Study: Introduction and Methodology"; (2) "Overview of Teacher Induction Policy and Practice: Results of the Exploratory Survey" (Maria Stephens and Jay Moskowitz); (3) "Strangers in Their Own Country: Teachers in the Northern Territory of Australia" (Jay Moskowitz and Wes Whitmore); (4) "'The Training Year': Teacher Induction in Japan" (David Nohara); (5) "Teacher Induction in an Era of Educational Reform: The Case of New Zealand" (Jay Moskowitz and Shelley Kennedy); and (6) "Lessons Learned, Challenges Remaining" (Jay Moskowitz). Four appendixes present a research frame for the APEC study, the APEC member survey on teacher induction, teacher induction program highlights, and 1995 APEC teacher induction study draft site visit guidelines. (SM)

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APEC Education Forum

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FROM STUDENTS OF TEACHING TO TEACHERS OF STUDENTS: TEACHER INDUCTION AROUND THE PACIFIC RIM

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PREFACE

APEC (Asia-Pacific Economic Cooperation) is an organization of 18 economies that border the Pacific Ocean. Formed in 1989, APEC aims to sustain growth, development, and improved living standards in the Asia-Pacific region and the world, and to promote free trade. The APEC Human Resources Development (HRD) working group is one of ten working groups that carry out projects in areas like trade, telecommunications, and marine resource conservation. Specifically, the HRD working group promotes APEC cooperation in education, training, business management practices, labor issues, and related policy areas. Within HRD, the Education Forum is responsible for initiating joint activities in the field of education.

This publication is the result of the second phase of a study on teacher training and professional development in APEC members, originally proposed at the first Education Forum meeting in January 1993. Phase I of the study described teacher preparation systems across APEC members, to identify key issues and challenges for teacher preparation and professional development, and to identify promising practices for the future of teacher preparation. The findings are published in *Teacher Preparation and Professional Development in APEC Members*. The findings of Phase II, focusing on policy and practices of teacher induction in 11 participating APEC members, are presented here.

This report is based on responses by member economies to an exploratory survey, and the work and cooperation of lead and host researchers who conducted a series of three case studies. Below we acknowledge the contribution of these individuals and the participating members.

- Australia — Louise Wells, Commonwealth Department of Employment, Education, Training, and Youth Affairs; and Wes Whitmore, Northern Territory Department of Education.
- Brunei Darussalam — Sheikh Adnan Bin Sheikh Mohammad, Ministry of Education; and Professor Sim Wong Kooi, Universiti Brunei Darussalam

■	Canada	George Molloy, Council of Ministers of Education Canada
■	Indonesia	Sri Hardjoko Wirjomartono, Ministry of Education and Culture; and Jiyono, Ministry of Education and Culture
■	Japan	Masao Homma, Ministry of Education, Science, Sports, and Culture (MESSC); Tomoka Takata, MESSC; and Shinya Ishida, MESSC
■	Korea	Wahng Bok Kim, Ministry of Education
■	New Zealand	David Philips, Ministry of Education; and Shelley Kennedy, Ministry of Education
■	Papua New Guinea	Gabriel Andandi, UNESCO Secretariat; and Patrick Modakewa, Department of Education
■	Singapore	S. Gopinathan, National Institute of Education
■	Chinese Taipei	Bih-jen Fwu, Ministry of Education
■	United States	Jay Moskowitz, Pelavin Research Institute (PRI); Maria Stephens, PRI; Beth Grinder, PRI; Pam Gordon, PRI; Erica O'Neal, PRI; and David Nohara, Independent Consultant

Additionally, three experts from the lead member provided guidance throughout the project: Linda Darling-Hammond, National Center for Restructuring Education, Schools and Teaching, Columbia Teachers College; Gary Sykes, Michigan State University; and Justine Su, University of California, Los Angeles. From the U.S. Department of Education, project officer Lenore Yaffee Garcia provided leadership on the study.

APEC Terminology

This report observes the APEC conventions for terminology. Within the report, "countries" are always referred to as "members" or "economies." Any words referring to members as sovereign states, such as national or central government, are not used. "Provinces" refers to provinces, states, and territories. For instance, the United States' states, the Australian territories and states, and the Canadian provinces are all referred to as "provinces." "Schools" means individual primary and secondary schools.

SELECTED FINDINGS OF THE STUDY

The beginning years of teaching can be enormously challenging and stressful. For the first time, the new teacher is in complete control of a classroom, where he or she faces the demands of children and parents, and must prepare new lessons every day. Beginning teachers meet these challenges with perseverance, hard work, and, increasingly, with the assistance of experienced teachers and administrators who recognize the need for extensive teacher support during the first year or two on the job. In many APEC economies, this support is provided through a combination of activities or strategies that are collectively referred to here as "teacher induction" — the period of transition of new teachers *from students of teaching to teachers of students*.

The APEC Teacher Induction Study surveys what education systems in eleven Pacific-Rim economies do to facilitate this transition. Subsequent chapters illustrate — often in teachers' own words or through sample orientation schedules, on-site reporting, and photographs — what it is like to be a new teacher, and what helps a novice to become a self-confident, skilled, professional teacher.

This section highlights the key findings of the study. In particular, we found that promising teacher induction programs in case-study sites in Australia (Northern Territory), Japan, and New Zealand operate within a *culture of shared responsibility* and an environment where *all professionals take active roles in a new teacher's acculturation and transition*. These sites also pursue a multi-pronged set of support strategies, including *mentoring, modeling good teacher practice, orientations*, and *in-service training*. The teacher induction programs in these sites focused on *assisting* new teachers, and not on *assessing* their competence.

Common Conditions of Supportive Programs

One of the main lessons learned from the APEC teacher induction study is that, while APEC members implement a variety of teacher induction models and strategies, a nurturing environment or programmatic context is essential. Any teacher induction program is unique in that it addresses particular needs, responds to a particular culture or tradition, and operates within a particular context. Thus, implementation of a "successful" teacher induction program appears to depend less

upon the strict replication of successful strategies than upon the program's ability to understand and respond to its particular context. What the APEC study found, nonetheless, was that there are several common conditions that underlie some of the most supportive programs and that appear to be critical to their success. The common characteristics highlighted below include: a culture of shared responsibility and support; interaction of new and experienced teachers; a continuum of professional development; down-played assessment; clearly defined goals; and adequate political, financial, and time commitments by relevant authorities. Typical models and strategies will be highlighted in the following section.

Culture of Shared Responsibility and Support

- In the most supportive programs, there exists a culture of shared responsibility among experienced teachers to help beginning teachers to develop their teaching skills and to experience a smoother transition into the profession.
- The sense of duty to initiate new teachers and to ensure that high professional standards are maintained is shared by veteran teachers, even when such duties impinge on their personal time.
- This culture of support is a major feature of the teacher induction programs of each of the case study sites.

Interaction of New and Experienced Teachers

- Another characteristic that appears to support successful induction programs is a routine pattern of teacher interaction. New and experienced teachers in the case study sites move frequently between one another's classrooms for visitations, observations, assessments, and advice. Both the students and the teachers are accustomed to this interaction, so it is not disruptive to the class nor confusing to the students.
- The interaction of new and experienced teachers is facilitated by the structural components of programs. Group planning, grade-level, and curriculum-group meetings provide a forum for new teachers to offer their contributions to the group and to the school and to further build professional relationships. As such, participation in the group can build confidence in new teachers.

- In programs that are characterized by constant interaction, the relationships among new and experienced teachers develop naturally, and mentoring is thus viewed as more "authentic" than "staged."

Continuum of Professional Development

- Supportive programs trust new teachers as professionals — specifically, as learners along different points of a continuum of development. Thus, on the one hand, new teachers are not expected to do the same job or possess the same skills as veteran teachers. On the other hand, they are treated as professionals whose contributions are valued and are expected to grow over time, given the appropriate assistance.

- This "philosophy of development" is evidenced in some teacher induction programs by structural features that acknowledge the difference in skill level between new and experienced teachers, or that provide opportunities for new teachers to develop their craft. For example, new teachers are assigned to classes perceived as less difficult or less critical to educational development; or they are provided with release-time (time outside the classroom and covered by a substitute teacher) to participate in induction activities.

Down-played Assessment

- Among the most supportive programs, assessment is not a significant component of teacher induction. The absence of serious concern by all participants in the teacher induction program about meeting certification and registration requirements enhances the provision of assistance and support. Teachers do not feel threatened or even uncomfortable about being observed, or about asking questions they fear will reveal professional inadequacies.

- Having assessment as a formal goal of teacher induction appears to have little bearing on program success. Rather, it is how assessment is conducted and how dominant it is compared to assistance that determines whether the program is perceived as successful. When the goal of assessment is to support the development of teachers through skills evaluations, the program is perceived as non-threatening, generally supportive, and, often, successful. On the other hand, when assessment is used primarily for screening, teachers feel less comfortable, receive less general assistance, and, thus, the program is not viewed as successful in the provision of support.

Defined Goals and Strong Commitment

- Teacher induction programs deemed "successful" have clearly articulated goals that most frequently include *providing a support bridge* that eases the passage from being students of teaching to teachers of students, *meeting individual teacher needs*, and *assessing* new teachers.

- Successful programs we studied have strong *political support* from senior officials, either at the member level or jurisdictional level. This political commitment translates into the *financial commitment* required to implement and sustain the program. Member, jurisdictional, school, or some combination of funds are made available to support teacher induction. Finally, *time commitment* is shown in the planning and implementation of successful teacher induction programs, as well as by the experienced professionals who carry-out the programs on a daily basis.

Teacher Induction Delivery Systems and Strategies

The organization and features of teacher induction programs in APEC economies range widely in scope and duration. At one end of the continuum, one finds brief, school-level orientations at the beginning of the school year. At the other end of the continuum, some APEC members are operating multi-year programs that include ongoing orientation, networking, mentoring, and in-service workshops. However, as discussed above, the strategies implemented must serve the particular needs, interests, and context of the implementor. Implementation of a successful program appears to be related more to the program's "fit" with its context and to the types of philosophies described above, than to the particular delivery system and strategies chosen.

Induction Delivery Systems

- Different levels of authority are responsible in APEC members for teacher induction. In a *member model*, implemented in Japan, Papua New Guinea, and Chinese Taipei, the member government primarily designs, funds, implements, and monitors the teacher induction program. With the *jurisdiction model*, in place in Australia, Canada, the Republic of Korea, and the United States, it is the state or territory that has the authority to develop and implement teacher induction programs. In a *school-level model*, as in Brunei Darussalam, New Zealand, and Singapore, increased decentralization is a fundamental component of educational reforms, and principals, teachers,

and other staff are, therefore, responsible for designing and implementing each new teacher's induction program.

- The level of organization of teacher induction programs (member, jurisdiction, or school) can affect the degree of structure and the variability of programs. For instance, in a member model, teacher induction is often quite formal, with little variability in programs implemented and strategies employed. However, in a school model, the practices tend to vary more widely, as they are tailored to the needs of individual teachers and schools.

- The individual context within which a model exists is a more important factor for "success" than is the model, itself. Each of these models has been shown to be effective in the context in which it was developed, and in which it continues to operate.

Induction Strategies

- APEC members' programs use a variety of strategies to acculturate new teachers and to promote the transition of new teachers to the school and to the profession, including mentoring, modeling good teaching practice, targeted intervention, and assessment.

Mentoring

- Mentoring is the primary activity used by APEC members to support new teachers. However, what members consider mentoring varies widely and no common definition or standard set of mentoring activities exists.

- Both "formal" and "informal" mentoring is found. Formal mentoring means that mentors are assigned to new teachers and are given specific responsibilities. Informal mentoring can be either assigned or self-selected, with no specific, prescribed responsibilities, or an ad-hoc "buddy system." Informal mentoring activities, therefore, are more likely to be spontaneous.

- Mentors rarely receive more than minimal training. They tend to be chosen based upon job position, or because it is thought by school administrative staff that they will do a good job. Although mentors interviewed would like additional training, the current approach appears to be working.

- Most mentors do not receive additional compensation. However, having served as a mentor may be a criterion used for promotion to senior teacher or school-level administrator.

Modeling Good Teaching Practice

- Some APEC member teacher induction programs use modeling good teaching practice as a strategy for teacher induction. In the best programs, modeling good teaching occurs every day. Many programs use aspects of team teaching, such as grouping teachers and their classes together, to foster the easy flow of communication and physical mobility between a new and experienced teacher. Other programs support modeling good teaching by providing time for them both to observe experienced teachers and to have their teaching observed in a supportive, non-judgmental way.
- One reason this strategy is used is because existing student-teacher practicums during preservice education do not provide new teachers with adequate experiences to communicate effectively with parents, or to manage the classroom or deal with disciplinary problems. Therefore, new teachers benefit from observing experienced teachers, and from receiving experienced counsel when confronted by "real-life" challenges.

Targeted Intervention

- APEC members also use targeted interventions in teacher induction programs, including orientation sessions, in-service training, and school- or regional-level workshops. Outside of mentoring, targeted intervention seems to be the most popular teacher induction strategy.
- The most "successful" teacher induction programs studied consist of a combination of fairly elaborate targeted interventions. These interventions generally take the form of one-week to one-month orientations; activities that promote networking among new teachers; and short-term, in-service workshops that provide exposure to specific topics.

Assessment

- Assessment is another strategy commonly used by APEC members, although it is not of primary importance in the programs we studied in depth.

- Assessment includes observation of a new teacher by experienced teachers, the principal, or other administrative staff, for the purpose of evaluating teaching ability. In some cases, the evaluation is required for continued certification, and, in others, it is used more to help teachers to develop their skills, as well as to inform certification. In the latter scenario, teachers tend to view assessment as highly supportive of their development, rather than as an intimidating process of screening.

Remaining Challenges

Existing teacher induction programs, even those perceived as highly effective and successful, do not meet the expectations of APEC policy makers and educators. The APEC members want better teacher induction programs, and want to ensure that improved programs are available to all new teachers. The following section describes the remaining challenges, noted by the APEC members in both survey responses and interviews, in developing and refining effective teacher induction programs.

Missing Program Elements

- Administrators, both at teacher-training institutions and in the schools and jurisdictions say they want closer links between the training institution faculty and new teachers. However, the existing links between preservice training institutions and new teachers are tenuous, and faculty at teacher-training institutions rarely have contact with graduates.

- Another missing program element is formative and summative program evaluation. Only rarely are teacher induction programs systematically evaluated. Existing evaluations generally are limited to brief surveys of teachers regarding their participation in a specific workshop or orientation session.

Improved Student Teaching Practice

- Today, in all too many places, new teachers receive little practical experience during preservice training. Furthermore, preservice training is not linked to subsequent teacher induction. Many commentators envision a continuous delivery system in which teacher induction programs build upon preservice training, and teacher training is informed by the needs of beginning teachers.

Financial Commitment

- It is clear from responses to the exploratory survey, as it is in the case studies, that the future for teacher induction programs is increasingly unsettled. Several APEC members noted that, although this is not a frequent occurrence, some programs or strategies have been terminated because of budgetary constraints. Other programs are being reduced or are trying out less expensive strategies, as alternatives to strategies that are no longer affordable.

Equity

- In most APEC member economies, not all new teachers partake in all teacher induction strategies. Often, wealthier jurisdictions and schools are able to provide more teacher induction activities than are poorer communities. Teachers in urban or rural schools may be more or less likely to participate.

- The quality of the programs also varies. Wealthy schools or jurisdictions can supplement national and jurisdictional resources, not only to reach more teachers, but to provide more in-service training, longer orientation, specialized content-area support, and other strategies. From our interviews, mentors also appear more likely to receive time off to work with the beginning teachers in schools with greater resources.

CHAPTER 1

APEC TEACHER INDUCTION STUDY: INTRODUCTION AND METHODOLOGY

Teacher induction programs provide beginning teachers the support needed during the often difficult transition from preservice education to actual classroom teaching—from students of teaching to teachers of students. In Phase I of the APEC (Asia-Pacific Economic Cooperation) Teacher Preparation and Professional Development Study, members cited teacher induction as a major area of focus for future studies of education policy. Although widely perceived to have a positive impact on new teachers and the education system as a whole, such programs are relatively new, and members are seeking information with which to guide, refine, and justify this important endeavor.

As noted in the first report, members are increasingly concerned about the quality of the teaching force and its ability to bring students successfully into the 21st century with the technological and problem-solving skills to compete in a global economy. Since most members view the first year of teaching as critical to teachers' development, programs that target beginning teachers are beneficial to the development of a quality teaching force and the achievement of broader goals. Corollary to this, in many members, teacher retention is an important issue; teacher induction programs, by assisting teachers to become competent in their jobs and providing personal or professional support, may help increase retention.

The purpose of the APEC Teacher Induction Study is to describe practices of teacher induction across members and to provide members with detailed information about selected models that are viewed as successful. In other words, this report intends to inform members on existing practices while highlighting those that may be considered "best practices." This introductory chapter briefly describes the background and methodology of the study and the vocabulary of teacher induction.

The following chapters discuss the findings of the APEC Teacher Induction Study. The second chapter is a cross-member comparison of basic programs, with brief summaries of teacher induction programs in each individual member that participated in the study. The observations, facts, and analysis within the second

chapter are based on responses to an exploratory survey. The following three chapters analyze, in detail, the teacher induction programs in each of three case study sites. The final chapter brings together the lessons learned and remaining challenges from both the brief preliminary look and the in-depth analysis of the case studies—the Northern Territory of Australia, Japan, and New Zealand.

Methodology

A planning group comprising Federal government staff and other experts from the lead member (United States) met in November 1994 to formulate a research design for the APEC Teacher Induction Study. The group decided that the project should focus both on aspects of the structure of the educational system and historical-cultural factors that affect teacher induction, and prominent features of successful practices or models of induction. The study was designed with two major components: Part I, the exploratory survey, and Part II, the case studies. The exploratory survey would compile a broad base of information about "typical" and "successful" models as well as background information relevant to understanding teacher induction. The case studies (with sites selected based on the information gathered in Part I) would collect and analyze more detailed information about teacher induction models that are viewed as successful.

Part I: The Exploratory Survey

The purpose of Part I of the APEC Teacher Induction Study was to identify and describe the different models of induction or induction practices currently in use in each participating APEC member, thus providing an overview of practice in 11 members and the necessary background with which to refine the research protocols and select sites for further exploration. Preliminary work consisted of a literature review and interviews with expert consultants in the area of teacher preparation and development. From the knowledge gained during the preliminary stage and following, where possible, the research questions proposed at the Washington, D.C., meeting (see Appendix A), research staff for the lead member designed a brief exploratory survey (see Appendix B).

The survey, *Exploratory Survey of APEC Members on Teacher Induction*, had 31 open-ended questions in eight issue areas: general strategies, programs and practices, participation, mentors or guidance teachers, government policies, financing, outcomes, and future plans. The respondents for the survey were either Education Forum representatives or issue-area experts for each APEC member.

The survey was administered in the summer of 1995. By the end of data collection (August 1995), 11 responses had been received.

Research staff summarized the responses and cataloged them by issue areas. This allowed greater ease in comparison of features across APEC member teacher induction programs—as the survey responses later identified potential sites for the case studies. Finally, staff briefly summarized all the information into one table (see Appendix C), highlighting a particularly promising or identifiable aspect of teacher induction in each member, and sent it to all members for their verification and approval. Further, responses to the exploratory survey were synthesized into the brief descriptions of practice in each member that appear in Chapter 2.

Part II: The Case Studies

The second part of the APEC Teacher Induction Study, the case studies, was to take a more in-depth look at several teacher induction models that appeared to offer the potential of providing APEC members with descriptions of particularly interesting and diverse approaches to teacher induction. The case studies involved several steps: selection of sites, development of protocols, site visits and data collection, and analysis and reporting of data.

Selection of Sites. Federal officials and other research staff from the lead member initiated the selection of up to four members to be recommended to the Education Forum as sites for the case studies. The original criterion for selection, established by the planning group, was that the program studied should be well-implemented for several years. The exploratory survey informed other criteria, such as perceived success (increased teacher retention or improved professional skills) and diversity (originality of approach or service to diverse populations). Originally six sites were under consideration as case study sites. Upon discussion and advice from the expert consultants, it was decided that the six would be narrowed to three case studies. Brief descriptions and potential merits for a study of the teacher induction programs in the proposed sites were mailed to members, and members were asked to approve selection.

The three sites finally selected were Australia's Northern Territory, Japan, and New Zealand. These sites were chosen because each has a well-implemented program of some duration that can inform other members on successful models of teacher induction. Also, the teacher induction programs in each of these sites differ on such key variables as level of governance from which they operate (the provincial level in Australia, and the member level in Japan and the school level in

New Zealand), and the culture—both among the three sites chosen (with Eastern and Western examples) and within them (with the Aboriginal and Maori populations of Australia's Northern Territory and New Zealand, respectively).

There were features of specific interest in each of the sites, as well. The *Northern Territory of Australia's* system of teacher induction focuses on improving support and teacher retention, especially in the more isolated areas and in those areas with predominantly Aboriginal schools. Features of the program include a series of in-services and orientations at the regional and school level, an extensive peer probation system that both evaluates new teacher progress and provides emotional and professional support, and extensive central office support. "Strangers in their Own Country," Chapter 3 of this report, explores the practice and features of teachers induction in the Northern Territory.

Japan demonstrates a strong commitment to the professional development of teachers. Its induction program is marked by close contact with new teachers, a strong mentoring system, and support time for planning, collaboration, and the general sharing of ideas. Japan was chosen for its strong national ethic regarding professional development and induction. See Chapter 4, "The Training Year," for an elaboration on the components and practice of Japan's teacher induction program.

New Zealand provides an interesting case study, for its teacher induction program is ongoing and part of a two-year period of provisional teaching. New Zealand uses an advice and guidance program, which relies heavily on release-time for the support and development of beginning teachers. There is a national framework for teacher induction, with programs implemented and tailored at the individual school level. "Teacher Induction in an Era of Education Reform," Chapter 5 of this report, examines the teacher induction program of New Zealand as it functions at the individual and school level.

Development of Protocols. The second step in Part II was to develop the protocols to be used during the case studies. During October and November 1995 staff designed six sets of questions to be used as guidelines during the site visit interviews. Each set was for a different audience within the teacher induction system. The interviewer could tailor the interview questions to the site, upon review of background materials, to cover all relevant information sought in the general set of questions.

The six groups of respondents were: program administrators, school administrators, teachers involved in the delivery of service, teachers who recently completed the program, beginning teachers currently in the program, and teacher educators. The sets of questions posed to each audience differed slightly to capture a broad range of information from groups with different areas of knowledge or experience. However, there was some overlap of material in the protocols to verify answers across groups or to get a sense of any tensions in perspective. Some of the areas touched on in the various sets of protocols were: program features (e.g., implementation, goals, content), roles and responsibilities, program impact, adaptability and transferability, and general context. (See Appendix D.)

Site Visits and Data Collection. With the sites selected and protocols in development, the third step was to arrange and conduct the site visits. The lead member contacted the APEC representative in each of the selected sites to obtain the host member's approval and to begin the process of ensuring the fullest possible access to information and personnel involved in teacher induction. Each site was asked to select a host researcher or researchers to assist the lead member researcher in conducting the site visits.

Before site work began, there was a two-day training session in Sydney, Australia, in November 1995. Host researchers and the U.S. researcher met to ensure that each group was using a common approach, had similar understandings of the goals and research questions, and would generate similarly designed reports. Site work in the three sites took place between late November 1995 and February 1996.

Each case study site visit lasted approximately eight days. Generally, the researchers met first with member-level officials (where applicable), then with provincial or regional officials, and finally with teachers and administrators at individual schools. Emphasis was placed on talking with a variety of professionals in as many schools and locales as possible to get a fuller understanding of the practice of teacher induction as a whole within the member. Both before and during the visits, researchers collected as much written material, background information, and hard data as was available to build their information base and for use in the final report.

Data Analysis and Reporting. The researchers from the lead member compiled the interview responses across groups of respondents into one, summary protocol, which allowed easier comparison. Using the summary protocol and materials gathered on site, the researchers analyzed the data and reported their findings in the

three case study chapters included here. Particular attention was paid to what other members could learn from the models selected and any contextual factors required for or enhancing implementation. Also, researchers were careful to use program terminology particular to the member studied. For instance, persons who are generally defined as mentors in the overview of this document are called "tutor teachers" in New Zealand, "guidance teachers" or "subject specialists" in Japan, and "peer tutors" in Australia's Northern Territory; and this vocabulary was maintained in the case study reports to give a clearer picture of the scope of the job of each of these persons. Data analysis and report preparation took place from December 1995 to April 1996, with participating APEC members verifying material in April 1996.

The Vocabulary of Teacher Induction

This section clarifies the identifying terms that were used in the survey and the report. The following terms are defined:

- *Teacher Induction Program*—those practices used to help beginning teachers become competent and effective professionals in the classroom;
- *Inductee*—a novice teacher who is being introduced to the teaching profession;
- *Mentor(s) or Guidance Teachers*—individual(s) who play a significant role in offering guidance and assistance to beginning teachers; and
- *"Successful Teacher Induction Program"*—a program that is judged to lead to increased teacher retention or to development of effective skills and positive attitudes.

CHAPTER 2

TEACHER INDUCTION POLICY AND PRACTICE AMONG APEC MEMBERS: RESULTS OF THE EXPLORATORY SURVEY

Maria Stephens and Jay Moskowitz

Policies and practices promoting effective teacher induction are of growing importance to APEC members. Effective programs have a positive impact on new teachers, the schools where they work, and the students they teach.[1] Nearly all APEC members employ multipurposed and multifaceted practices to help beginning teachers in their transition into their chosen profession and to their new schools.

Eleven members responded to an exploratory survey (see Appendix B) on teacher induction practices: Australia, Brunei Darussalam, Canada, Indonesia, Japan, the Republic of Korea, New Zealand, Papua New Guinea, Singapore, Chinese Taipei, and the United States. Ten of the 11 responding members indicated the existence of a teacher induction program. Indonesia currently does not have a teacher induction program; its system of preservice and in-service education is designed to improve the quality of the teaching force as a whole, with no programs aimed specifically at beginning teachers.

While the depth of response varied from member to member, the information provided helps us to understand the basic practice of teacher induction in different APEC members. The first part of this chapter discusses the prominent features of and influences on teacher induction; the second part briefly summarizes teacher induction policy and practice in individual APEC members.

[1]Conclusions about the current state of policy and practice in teacher induction programs among APEC members are based on members' responses to a survey administered between June and August 1995. The survey (see Appendix B) addressed general strategies, programs and practices, government policies, financing, and future plans regarding teacher induction.

Features and Influences of Teacher Induction

This section summarizes the available information, noting trends, similarities, and differences among the teacher induction programs of participating APEC members. In particular, we address: (1) general strategies (i.e., when and why implemented); (2) authority and financing; (3) types of programs and basic features; (4) participation; and (5) perceived outcomes and future plans for teacher induction.

General Strategies

Teacher induction programs take many forms in APEC members. Some members employ a single, member-level program, whereas those members with a federal or decentralized structure may employ programs at the provincial level where even the presence of a program varies from province to province. In still others, there may be informal practices variably employed among individual schools and jurisdictions. Two main differences across all teacher induction programs are the level of formality of the programs and the types of strategies they employ to assist beginning teachers.

First, the variance in the level of formality of teacher induction both among and within APEC members' programs is striking, with each program differing in the extent or depth to which it is practiced and in the amount of structure and regulation. Programs range from a formal, preservice orientation, networking, mentoring, and in-service at the provincial and school levels to an informal "welcome" arranged by school principals.

Second, both among and within APEC members, there are many different strategies implemented for teacher induction. Strategies employed, singly or in combination include: workshops, orientations, teacher meetings, observations of model classrooms, mentoring, distribution of handbooks, internships, peer probation, training, and evaluation. Program variation is illustrated in Exhibit 1, which displays preliminary information about the level of implementation, the level of formality, and the prominent strategies of teacher induction. (Discussion of specific program features follows in the section "Types of Programs and Basic Features.")

EXHIBIT 1

Teacher Induction Programs in APEC Members

Member	Where Implemented	Formal or Informal	Feature
Australia	Nearly all schools in nearly all provinces	Both	Orientation, mentoring, in-service training, and probation
Brunei Darussalam	All schools	Informal	Orientation
Canada	Some schools in some provinces	Both	Probation and mentoring
Japan	All schools	Formal	Mentoring and training
Indonesia	None	None	N/A
Republic of Korea	All schools	Formal	Pre-appointment orientation
New Zealand	All schools	Formal	Probation and program of advice and guidance (mentoring)
Papua New Guinea	All schools	Both	Mentoring, meetings, and "inspection"
Singapore	All schools	Both	Mentoring, seminars, and national handbooks
Chinese Taipei	All schools	Formal	Internship
United States	Most schools in half of the provinces	Formal	Mentoring and assessment

Timeframe

There is little available information on the history of teacher induction in APEC members. Since teacher induction programs often evolved gradually or were implemented at the local level, without mandate, little documentation or even formal recognition of such efforts exists. From the information available, formal, systematic teacher induction programs are a relatively recent development. For instance, Japan instituted a member-mandated teacher induction program in 1988, with implementation occurring gradually between 1989 and 1992. The first state-level teacher induction program in the United States was established by Florida in 1980, with several states following in that decade. Finally, Chinese Taipei revamped and intensified its teacher induction program as part of its 1994 reforms.

Goals

APEC members identify several goals for implementing teacher induction programs. Although not all APEC members share all goals, the five listed below represent the most common reasons for establishing teacher induction programs:

- Familiarize the inductees with the responsibilities of teaching and the culture of the schools where they will teach;
- Increase the competency of the inductees, by improving their professional skills;
- Screen or assess the inductees to ensure they can perform the duties of teaching and that they are an effective "match" for their particular school;
- Provide support and guidance to help smooth the inductees' transition from beginners to professionals (often a component of achieving the other goals cited above); and
- Increase retention of teachers in a particular geographic location or in a particular subject area.

Nearly all APEC members describe multiple goals for teacher induction programs, encompassed by the five above. The two most common goals cited are familiarizing the inductee with the culture and expectations of the school and increasing competency (in five and four members' programs, respectively). However, only Japan and Papua New Guinea describe goals that fall into both categories; more often, members focus almost entirely on either the school environment *or* general professional skills. Those APEC members that offer teacher induction primarily directed to integrate teachers into their school and role include Brunei Darussalam, Korea, and Canada. Those whose programs tend toward general professional development include Indonesia[2] and Chinese Taipei.

Four members cite screening and assessment as a main goal of teacher induction. In Chinese Taipei, a primary reason for the teaching internship is to "weed-out unqualified participants."[3] Further, screening or "matching" is a main component of regional programs in Québec, Canada, and the Catholic Sector in Australia.

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[2]Although Indonesia has no teacher induction program, its general professional development strategies and ideals will serve as the basis of any response described here for Indonesia.

[3]All quotes attributed to members are taken from the documents submitted by APEC members in response to the survey. We reference the responding agencies and persons, by member, at the end.

Finally, assessment is a major, and sometimes the sole, function of more than half of the teacher induction programs implemented in the United States.

Four members name provision of support and guidance as a goal of their programs. Although support and guidance are often necessary for increasing competency or familiarizing beginning teachers with their school (corollary goals), they also stand alone as both an ideal and a function of four members' teacher induction programs, namely, those in Australia, Singapore, Japan, and the United States.

Finally, in Australia and Papua New Guinea, teacher induction also serves the purpose of increasing retention of teachers (e.g., in Australia's isolated areas and in Papua New Guinea, where math and science teachers are in short supply).

Authority and Financing

Most APEC members have government policies regarding teacher induction. These policies are important to understanding the aspects of authority and financing in teacher induction programs. The two elements are discussed below.

Authority

The level of authority involved in the programs varies from member to member and can affect the level of implementation of teacher induction. For instance, where there is member involvement, teacher induction probably is more formal, with less variability in programs implemented and strategies employed. However, if schools are responsible for teacher induction, the practices likely are tailored to the varying needs of individual teachers and schools.

Because teacher induction is a complex endeavor involving several levels of governance, the issue of who has authority often is a nebulous one. At its most basic, authority may be viewed as decision-making power. In that case, the teacher induction programs of Japan, the Republic of Korea, and Chinese Taipei are primarily under *member-level authority*. By that same criterion, the programs of Australia, Canada, and the United States are under *provincial authority*; and those of Brunei Darussalam, New Zealand, Papua New Guinea, and Singapore are under *school authority*. However, examining the roles that each level of governance plays in the varied efforts related to teacher induction allows a fuller understanding of the organization and authority of teacher induction in practice.

To establish and implement a teacher induction program, there are three main areas of effort. First, there must be an impetus—a mandate, recommendation, certification requirement, or system of guidance—establishing the teacher induction program (or at least the need for one). Second, organization and administration of the program must be established. Finally, implementation (the undertaking of the actual work and strategies of teacher induction) must be set in motion. For each of these efforts, different levels of governance are involved and have authority; and knowledge of that involvement is necessary to understand the practice of teacher induction as a whole.

Impetus. For six members, the impetus for teacher induction is member-level: Korea, Japan, New Zealand, Papua New Guinea, Singapore, and Chinese Taipei.[4] Specifically, the first three members have a member-level mandate that requires establishing teacher induction programs. In Australia, Canada, and the United States, the impetus comes primarily from the province. The remaining members' programs spring solely from the school or school system.

Organization. Most APEC members' programs are organized at the level of either the school or province—only Japan and Chinese Taipei have member-level involvement in the administration and organization of teacher induction. Of the four members that are organized, at least in part, at the provincial level, only Korea is exclusively administered by provincial authorities; the programs of Australia, Canada, and the United States devolve some of the responsibility to the schools or jurisdictions. The remainder are organized at the school level.

Implementation. All members implement their teacher induction programs at the school or jurisdictional level, oftentimes in the classroom. However, in several members, there are additional activities implemented by other levels of governance. Japan is the sole economy whose member government plays a role in implementing an actual training session. Further, Australia, Canada, the Republic of Korea, Papua New Guinea, and the United States have activity at the provincial level. For example, Korea has in-services at the regional level before the school year begins.

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[4]The six members were not all included in the general rubric of "member-level authority" above, principally because not all of these member governments exert control over teacher induction, despite their level of involvement in this initial aspect.

Financing

Teacher induction programs are financed through a variety of means, and the financing is generally related to the level of authority involved in teacher induction. In other words, a member-level mandated program may include member financial support, whereas school-initiated programs are usually self-funded.

Most APEC members' teacher induction programs are funded by a combination of provinces and schools—although in Korea, programs are fully funded by the provinces, and, in Singapore, programs are funded only by the schools. In New Zealand, teacher induction—support services, salaries, and registration—is funded by the member government. In Japan and Papua New Guinea, the member government financially supports some or all aspects of teacher induction programs (e.g., "on-board training" in Japan and "inspection" in Papua New Guinea). In Brunei Darussalam, there is no allocation of funds specifically for teacher induction. Exhibit 2 provides information about the authority and financing of teacher induction in APEC members.

EXHIBIT 2

Authority and Financing in APEC Teacher Induction Programs

Member	Highest Level of Authority Involved in Teacher Induction	Financing
Australia	Provincial	Member, provincial and school[5]
Brunei Darussalam	School	None
Canada	Provincial	Provincial and school
Japan	Member	Member and provincial
Republic of Korea	Member	Provincial
New Zealand	Member	Member
Papua New Guinea	Member or school[6]	Member and school
Singapore	School	School
Chinese Taipei	Member	Not available
United States	Provincial	Provincial and jurisdiction

[5]In Australia, schools receive funding from the member government (for teacher salaries) and provincial governments (for their teacher induction activities). In the Independent and Catholic sectors, teacher induction programs may be funded at the school level.

[6]In Papua New Guinea, teacher induction is decided and carried out mainly at the school level. However, there is an Inspection Program that undergirds teacher induction and that is organized and financed at the member level.

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Information on funding levels for teacher induction is scarce. In general, however, APEC members spend less than 1 percent of an education budget per inductee. APEC members commonly spend teacher induction funds on fees and training for mentors and guidance teachers; on workshops and training sessions for inductees; and on relief- or release-days for beginning teachers during induction activities.

Types of Programs and Basic Features

Although no two teacher induction programs are alike, there are similarities in some of their basic features. The following paragraphs examine the methods, focus, and links to higher education in different teacher induction programs.

Methods of Teacher Induction

The strategies used most often in teacher induction across APEC members are mentoring and some type of workshops, in-services, or trainings. At least seven members' teacher induction programs use one or both of these strategies. Other program strategies include internships, model-classroom observations, evaluations and observations, informal guidance, and handbooks and orientation.

Mentoring. Mentoring consists of pairing veteran teachers with beginning teachers to offer guidance and support. Mentoring is one of the most widely used strategies for helping new teachers become competent professionals. Australia, Canada, Japan, New Zealand, Papua New Guinea, Singapore, and the United States use mentoring as a primary teacher induction strategy, whereas the idea of mentoring is just beginning to emerge in Brunei Darussalam, Republic of Korea, or Chinese Taipei.

A typical mentoring program lasts throughout the beginning teacher's first year (the general duration of induction programs as a whole). Mentors are largely senior teachers with several years' experience and respected reputations, although principals and department heads may also be mentors. Over half of the members who use mentoring provide limited training for some mentor teachers. These members (Australia, New Zealand, Papua New Guinea, Singapore, and the United States) offer guidance through workshops and handbooks. In some cases, the provision of training for mentors is a program mandate; in others, it is either necessitated by challenging work environments or implemented at the discretion of the individual jurisdictions financing the program.

Few programs provide direct incentives for experienced or excellent teachers to become mentors. Some programs in Australia and the United States offer a financial bonus or stipend for teachers who take on the responsibility of mentoring. Also, mentor teachers in Australia, New Zealand, and Papua New Guinea are more likely to receive promotions resulting from their mentorship. In a few instances, mentoring is viewed simply as an expectation of the career structure of teaching and an opportunity for the mentor's own professional development.

Workshops, In-Services, and Trainings. Instructional sessions comprise a second, widely used strategy for inducting beginning teachers into their profession. Although different members use different terminology to describe such instructional sessions, they encompass any activities intended to inform and professionally develop teachers, such as workshops, seminars, in-service training, meetings, and external training activities. Seven members use these activities to instruct new teachers: Australia, Japan, the Republic of Korea, Papua New Guinea, Singapore, Chinese Taipei, and the United States.

These instructional sessions occur several times both before and throughout a new teacher's tenure. The subject matter, structure, and personnel involved differ from program to program. University professors, teachers, department heads, principals, and local, regional, or national administrators conduct these activities, with subjects including curriculum design, school policy, teaching strategies, and innovative education practices.

Several APEC members employ a multi-tiered approach to such informative and practical trainings. For instance, in Papua New Guinea, there is a "National In-Service Week," during which schools and individual departments devote several days to in-services for beginning teachers. In Korea and Chinese Taipei, local government and tertiary faculty conduct workshops to inform teachers on local school policies and practice. Korea uses "teacher meetings" as a forum for beginning teachers to discuss the recent literature in their field. Finally, Japan uses an extensive outside training program, with all teachers attending four- to five-day training excursions and weekly seminars, and a select number attending a member-organized and –funded "on-board training," which offers advanced workshops to specially recommended teachers.

Focus of Teacher Induction

An earlier section described the broad goals of teacher induction in APEC members. These goals are reflected, as well, in the focus of the teacher induction programs. APEC members' teacher induction programs most commonly focus on some combination of the following topics (in order of commonality):

- teaching methods,
- curriculum content,
- classroom management,
- advice to students, and
- school policies.

Other, less frequent topics include working with parents, handling administrative tasks, screening, integrating teachers, retaining teachers, and developing ethical and professional standards.

Links to Higher Education

Many APEC members agree that there is a need for a greater connection between preservice and in-service education (i.e., for building a learning continuum of which teacher induction is but a step). For the most part, the existing connections between teacher induction programs and the institutes of higher education where teachers receive their preservice training are few. There is little or no connection of teacher induction to higher education in Brunei Darussalam, the Republic of Korea, and the United States.[7] Most members use the university as a resource. New Zealand funds teacher training institutes through the member government and requires them to provide services to schools for their induction programs. Other members have faculty provide workshops or guidance to beginning teachers. This is the case in Chinese Taipei, where recent reforms augmented the amount of time beginning teachers are able to spend with professors for guidance and evaluation by reducing the number of students professors oversee and increasing beginning teacher release-time. Time will test the strength of these links as the reforms take full shape and the system is further developed. In Australia and the United States, the interaction is in the use of the university's research regarding teacher induction

[7]Information on this topic was not provided for Canada and Japan.

or in the programs serving as the basis of further research. Despite the relative paucity of tertiary links, many members cite this area as ripe for reform and are striving for a greater connection among the various stages of teacher education (see the section "Perceived Outcomes and Future Plans").

Participation

Another major aspect of teacher induction that differs among APEC members is participation—how many new teachers participate and why. Nearly half of APEC members mandate participation for all beginning teachers. These members—Japan, Korea, Papua New Guinea, and Chinese Taipei—often have the most formal and least variable induction programs, with a generally higher level of member involvement than other economies. In Brunei Darussalam and New Zealand, all beginning teachers participate to varying extents in teacher induction, although it is not required.

Several other members whose programs are provincially administered and implemented mandate the participation of all teachers in that province. For instance, Québec mandates a two-year probationary period for all beginning teachers; and the Northern Territory and Capitol Territory of Australia, as well as such U.S. states as Connecticut, Florida, and Indiana, require that all beginning teachers participate in induction activities. (In Australia, overall, 75 to 100 percent of beginning teachers in most provinces participate in an induction program.) In Singapore, although no level of jurisdiction mandates a teacher induction program, most teachers are involved in such activities.

Additionally, Australia, New Zealand, Papua New Guinea, and the United States note that participation in teacher induction programs includes not only teachers who are new to the profession (in their first year of teaching), but also teachers new to a grade level, school, or system, or those returning after extensive sabbaticals.

Links to Licensure

One way participation may be mandated is through links to licensure and accreditation. Many APEC members require participation in teacher induction programs for teachers to become fully certified or appointed to permanent positions in their systems. The requirements of participation necessary for accreditation vary according to the individual program. In the United States, beginning teachers undergo evaluations in many teacher induction programs, which determine their

continued teaching eligibility. In Chinese Taipei, teacher preparation graduates must successfully complete a one-year internship to become fully licensed and eligible for continued employment.

Duration and Timing

Teacher induction programs vary in their length, although most last one to two years, with activity concentrated in the earliest days and weeks on the job. Nearly all members' programs and activities occur periodically, even weekly, throughout the induction year. Only two members confine activities mainly to the initial period: Republic of Korea, where the program is highly centralized and specialized, and Singapore, where induction focuses on integration and transition to the school environment.

APEC members find commonality in the timing of teacher induction activities, with nearly all members conducting their programs during school hours, or during and after school hours. When induction activities occur during school hours, many programs offer release-time[8] to beginning teachers who participate.

Effects of Participation

Participation in such teacher induction activities, for the most part, does not affect other responsibilities. Where workloads for beginning teachers differ from those of veteran teachers, the variance is mainly manifest in a lighter administrative load for the new teachers. In rare cases, beginning teachers receive lighter teaching loads or are placed in classes viewed as less critical or less challenging. Japan and New Zealand particularly use reduced teaching loads to accommodate beginning teachers' participation in a wide range of induction activities. It seems that such supports are found only in the more developed and extensive teacher induction programs. The one exception is Chinese Taipei, where the teacher induction program was recently reformed to create a first-year internship where beginning teachers receive substantial release time to meet with professors and guidance teachers and participate in workshops and observations.

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[8]Release-time excuses teachers from class, without losing pay, to attend teacher induction activities (and is the main support given to beginning teachers across APEC members).

Perceived Outcomes and Future Plans

Teacher induction is in the formative stages in nearly all APEC members, and members have not focused on formally evaluating their programs. Three members collect data or follow a review procedure. Only the Republic of Korea, however, does so uniformly across all of its programs, by soliciting feedback of inductees through questionnaires and review sessions. In Australia, individual states and territories evaluate their own, individual programs. For instance, every year the Northern Territory obtains feedback from teachers on their induction experiences during the orientation and "recall session," and in one case, New South Wales undertook a member-wide program evaluation. New Zealand is the only other member that conducts evaluations, and these are performed at the individual school level (although the Advisory service does collect data from all programs for a report to the Ministry of Education).

Perceived Outcomes

Despite the lack of formal evaluation procedures, APEC members are explicit in their desired outcomes and the process of attaining those outcomes. Among the desired program outcomes are: increasing the competency and effectiveness of teachers, meeting the needs of new teachers through assistance, and retaining or increasing the supply of teachers. Further, respondents from all members feel that teacher induction programs achieve the outcomes.

Future Plans

Nearly all APEC members are discussing or planning reforms in their teacher induction programs and practices.[9] The range of reforms from one member to the next is great. Some members are in the early stages of discussion and are beginning to address how to put in place a more systematic teacher induction program. Other members have formed member-level task forces that are in varying stages of recommending changes and "next steps." Still others have particular procedures in mind for achieving the goals. The reforms being considered include competency frameworks, internship programs, master teacher systems, centralization (or devolution), and improved research.

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[9]Although Japan, New Zealand, and Singapore have no changes planned for the immediate future, the former two have highly regarded programs currently in place.

Australia, Canada, Indonesia, the Republic of Korea, Papua New Guinea, and Chinese Taipei have planned or begun reforms in teacher induction programs. In particular, Papua New Guinea, in an effort to upgrade teacher competency levels, plans to do the following: formalize its mentor program; extend induction activities to elementary and multi-grade teachers; and involve the member-level government in the direction, funding, and identification of master teachers. Another member seeking to foster the ideals of mentoring is the Republic of Korea, whose main reform is to establish a master teacher system. Reforms in Australia may include internship options for preservice education and the integration of induction and the achievement of basic competencies.

Summary

The variation in all aspects of teacher induction across APEC members is apparent. If any points of summary or conclusion are to be made, they are that teacher induction among APEC members is:

- Multipurposed and multifaceted;
- A relatively recently developed education policy;
- Funded from a combination of sources, and is a small percentage of education budgets;
- Most often "run" by multiple authorities;
- Marked by the wide use of mentoring, instructional workshops and in-services, or both;
- Mandated, in varying degrees, for all teachers, in about half the members;
- Widely perceived to have a positive impact, but not generally the subject of rigorous evaluation; and
- Still in the formative stages, with reforms expected for many in the near future.

Teacher Induction in Individual Members

The following synopses discuss the prominent features of the individual programs and the aspects of the structure or historical-cultural factors that influence the practice of teacher induction by APEC members.

Australia

Under Australia's federal system of government, all aspects of education, including teacher induction, are the domain of the state or territory ministers of education. Further, much of the management and implementation of teacher induction has been devolved to the region, district, and school level. Therefore, teacher induction in Australia is widely varied, both from state to state, as well as within states, to accommodate more localized needs and demands.

There is no one method or member-level framework for teacher induction in Australia. However, the Australian Education Union has set forth the following recommendations:

- a teacher induction period of one year,
- placement in a supportive school with senior teachers,
- a reduced teaching load to 80 percent of full-time load with a period for reflection, and
- appraisal linked to further professional development.

Generally, the purpose of teacher induction in Australia is to provide support and guidance for the beginning teacher and to facilitate his or her transition into professional teaching. Some states or sectors have more specific purposes. For instance, in the Northern Territory, teacher induction is intended to increase the retention of teachers in order to address teacher shortages in predominantly isolated schools with largely Aboriginal populations. In the Catholic sector, induction is viewed as a way to ensure a "positive fit" between the new teacher and the school.

Basic Features

Because teacher induction in Australia is the responsibility of the individual states and territories, devolved to the schools within some states, there is considerable variation in the programs implemented. States, territories, and schools rely on a variety of methods to support the new teacher and facilitate his or her transition into the profession. Mentoring and in-services are the most developed and most widely implemented strategies, although induction activities such as orientations, cooperative teaching, professional networking, guidebooks, seminars, and observations of model classrooms also have a place in several induction programs.

Mentoring. Mentoring is a main feature in all fairly well-developed or formal teacher induction programs, and a highly regarded practice. Mentors may be experienced teachers, deputy principals, or principals. When possible, advanced skills teachers, or those teachers with at least eight years of experience, serve as mentors. Generally, the role of the mentor includes many responsibilities, such as: advising and supporting the new teacher; observing and assessing the new teacher; attending education courses and in-services with the new teacher; and allowing the new teacher to observe the mentor's class. Also, some mentors are expected to "team teach" with the beginning teachers.

Several territories use a mentoring team approach. In both the Northern Territory and the Australian Capital Territory, where teacher induction is centrally funded and mandated, teams comprising advisors, teachers, and administrators guide and assess the inductee over time. For experienced teachers, participation as a mentor is seen as both a responsibility and an opportunity given them by their chosen profession. Participation often aids in promotion, and, in some cases, teachers receive a small stipend for their mentoring duties. There is no formal training for mentors, except in the Northern Territory for those teachers who work primarily with new Aboriginal teachers.

In-Service Training. Many states and territories use in-service and other instructional sessions as a way to further train and guide beginning teachers. These in-services, and indeed all induction activities, focus mainly on teaching methods, curriculum development, classroom management, and school policies. Additional topics may include ethics, dealing with families, cross-culturalism, values, professionalism, and professional growth.

An in-service may be as simple as an orientation or as elaborate as a series of sessions implemented on multiple government levels. In the Northern Territory, teachers participate in in-service training at the territory, regional, and school level, as well as in a mid-service session to discuss the new teacher's needs and curriculum ("recall orientation"). In Queensland independent schools, beginning teachers have the opportunity to participate in the Beginning Teacher Seminar, which allows several days of learning and interaction with experienced teachers.

In some cases, especially in the independent sector, beginning teachers receive reduced teaching loads to accommodate their professional development. Another common support is relief-time. For instance, Queensland teachers have up to three student-free days to participate in induction activities. In some rarer cases, teachers

may be reimbursed for outside expenses (e.g., travel) for courses taken as part of induction.

Participation

The Department of Employment, Education, Training, and Youth Affairs estimates that 75 to 100 percent of teachers in most systems participate in some form of teacher induction, depending on whether the program is mandated. Participation lasts for about one year, although the most frequent activity occurs during the first six months of the program. Some state or territory programs have mandated initial participation, with activities occurring periodically and to a lesser extent throughout the remainder of the year.

Financing

The financing of teacher induction programs, again, is a responsibility of the states and territories. The Australian Capital Territory, which has a mandated teacher induction program, centrally funds its programs. Other states or territories may provide funds to schools for training and development. However, in general, there is no allocation specifically for teacher induction; use of the money for induction is at the discretion of the school.

Future Directions in Teacher Induction

Most teacher induction programs are evaluated *within* the particular program itself, if at all. Of those territories mandating and implementing a central teacher induction program, the Northern Territory gathers feedback from teachers following teacher orientation and recall sessions. While the process is rather informal at the present, there are plans to be more systematic in gathering and using the information provided by teachers.

Within some states, reviews are underway to improve teacher induction. In South Australia, researchers examined the use of a competency framework for beginning teachers. A special advisory board in New South Wales has developed a *Strategic Policy Framework for Teacher Education* that addresses, in part, teacher induction. There also are approaches at the member level that involve exploring the use of teacher competencies to improve induction and investigating the use of internships in preservice education.

Brunei Darussalam

Teacher induction in Brunei Darussalam focuses mainly on informal practice comprising activities that are solely school-initiated and variable in the attention and support provided to new teachers. Although there are no policies governing teacher induction at the member or local level, all schools, to some extent, provide teacher induction to teachers during their first weeks on the job. The purpose of teacher induction is mainly to help beginning teachers " . . . become familiar with the school ethos and their expected responsibilities." However, because teacher induction varies from one location to another, the perception of the extent to which assistance or support exists at all also varies.

Basic Features of Teacher Induction

After completing a four-year degree in an approved educational program from the Universiti Brunei Darussalam, beginning teachers are posted to schools for a three-year probationary period (Darling-Hammond and Cobb, 1995). Although some beginning teachers may carry slightly less time-consuming or less difficult administrative duties, they assume essentially the same responsibilities as fully fledged teachers and receive a uniform salary appropriate to their probationary stature.

Teacher induction activities are generally confined to the first days and weeks of the beginning teacher's tenure and consist mainly of orientations, observations, and informal advice from principals and senior teachers or department heads. Beginning teachers often note the non-existence of and lack of support for a system such as model classrooms, team teaching, or mentoring, where they would have an opportunity to observe and directly learn from veteran teachers. The involvement of experienced teachers is limited to observing beginning teachers and subsequently offering advice on such topics as curriculum requirements, teaching performance, and classroom management.

Since these teacher induction practices are informal and unspecified, they occur during school hours. In terms of attention, support, or evaluation of new teachers, teacher induction generally does not exceed one month and has no formal conclusion.

An Innovative Program. Staff of the Sultan Hassanal Bolkieh Institute of Education (SHBIE) recently collaborated with the Ministry of Education in a project that aims to attend to the needs of primary school teachers in improving science and math teaching. The project—Collaborative Action Research in Science and Math Education (CARISME)—is the first link between higher education and fledgling teacher induction activities.

Future Directions of Teacher Induction

The main, positive outcome of the current practice of teacher induction in Brunei Darussalam is thought to be increased familiarity with the school and teaching responsibilities. It is difficult to further judge teacher induction (on criteria beyond the above outcome) as teacher induction is not yet developed or systematic, and there are as yet no systematic evaluations in place to determine the effectiveness of the activities that do take place.

Recently, the Director General of Education of Brunei Darussalam expressed interest in exploring a more systematic program of teacher induction. As a step in this direction, a National Task Force, comprising members of the Ministry of Education and of Higher Education, was established in 1996. In highlighting teacher induction as one of the most important areas in need of attention, the Task Force stated: "The first few years of teaching may well be a critical period in the making or breaking of a professional and, hence, require special attention." Arising from a recommendation from the Task Force, a three-day Teacher Induction Programme will take place in mid-June 1996 for newly graduated teachers. Besides briefings by senior officers of the Ministry, the beginning teachers would participate in a series of simulation exercises developed jointly by school principals, headteachers, and university lecturers. School-based follow-up activities will then be encouraged and monitored. Future plans will therefore more than likely develop the notion of teacher induction as a tool for assisting teachers to become competent and effective professionals in the classroom.

Canada

In Canada, teacher induction is the responsibility of individual provinces and territories. Consequently, there is much variance in the practice of teacher induction in Canada, although induction programs have been implemented at the school and provincial level, with varying degrees of rigor and success. As

information was not provided on teacher induction initiatives across Canada, we will confine discussion to Québec, one of the large provinces.

Basic Features

Québec employs a probation system for beginner teachers as part of teacher certification. Following completion of preservice education, teachers are issued a five-year provisional certificate. The system's official manual states:

> *This probation will certainly make it possible to evaluate the teacher, but, even more importantly, it will give him an opportunity to serve a kind of internship, to acquire practical training and theoretical knowledge, either in education or in specialized subjects.*

This is evidence of the dual purpose of Québec's program: *(1) enabling new teachers to prove their competence and (2) helping new teachers integrate into the profession.*

The first component, screening, is met as teachers are routinely observed and reviewed by the principal. The principal uses a provincially designed form to evaluate the new teacher, and to submit a report at the end of the year. To assist him or her in this responsibility, the principal may call on department heads, educational consultants, and probation committee members (the committee includes a member of the school administration, who has main responsibility for the inductee, and a senior teacher, whose role is to advise and guide the inductee). At the end of two years, the principal may recommend the probationer for permanent certification, and all personnel involved in the probation sign their agreement.

During this probationary period, beginning teachers are provided assistance in their work toward permanent certification. They are assigned a mutually agreed-upon overseeing teacher who serves as a mentor. The overseeing teacher is responsible for welcoming new teachers and advising them throughout the probationary period. Activities of mentors include: helping new teachers with planning; encouraging new teachers to become increasingly autonomous over time; offering their own classroom for observation by new teachers; and observing and consequently advising new teachers relating to teaching methods.

A noted feature of the probationary system is that beginning teachers have several roles. They are expected to take initiative and progress toward fuller responsibility and autonomy throughout the probationary period. Also, they perform self-evaluations based on the provincial review criteria for the purpose of discussion, comparison, and self-development. Beginning teachers may also help choose the criteria upon which to be evaluated. Finally, new teachers may appeal a rejection for permanent certificate to the Review Committee.

This system is not without its difficulties, notably the occasional refusal by a mentor to evaluate a teacher who is a peer.

Future Directions in Québec's Teacher Induction

The Ministry of Education began reviewing its policies on teacher training in 1991. Since 1994, new four-year programs require a minimum of 700 hours of practice. These programs lead directly to permanent certification. For teachers who complete programs that are being phased out, the Ministry plans to replace the current probationary system with a one-year practical training for teachers at the beginning of their career, "to enable them to integrate more harmoniously into their profession."

Indonesia

There is no formal teacher induction program in Indonesia. However, there is an effort in teacher education and training to provide all teachers and teacher trainees with more professional development growth opportunities. These efforts, undertaken for the improvement of the teaching force, are directed to two main areas: preservice education and in-service education.

Preservice education and the attainment of a *D-2* diploma require coursework in general education, foundation of education, the teaching-learning process, and a specialization area as well as a semester-long practicum. The academic requirements of preservice education have been strengthened and enhanced to ensure that graduates of teacher preparation:

- Possess the personal characteristics of an educated Indonesian citizen;
- Have mastered educational concepts, especially those concerned with teaching in primary school;
- Have mastered primary school subjects;

- Are able to develop and implement a program of instruction for the primary school; and
- Are able to evaluate the process and results of learning and teaching.

The implications for teacher induction are that teachers will be better prepared to enter a classroom and less in need of basic teacher training. There also are practices that offer opportunities for professional growth to teachers once they have assumed their teaching roles. At both the primary (KKG) and secondary (PKG) levels, teachers participate in activities such as study groups.

First-year teachers in Indonesia, for the most part, are treated like experienced teachers, with the same expectations and duties. The only difference is that first-year teachers are not placed in early grades, where basic teaching skills are deemed essential, or in the sixth grade, which is viewed as a critical level of education.

Japan

Based on reports issued in May 1988 by the National Council on Educational Reform and in accordance with the revision of the Law on Special Regulations for Educational Public Service Employees, Japan has instituted an extensive teacher induction training program. The program was begun in the 1989 academic year, and has been implemented gradually since then. The training program has now been in operation in all primary schools, lower- and upper-secondary schools, and schools for students who are deaf, blind, and who have other disabilities, since 1992. The programs are geared toward newly hired teachers in member-level and public schools (i.e., schools run by the member-level and prefectural governments, respectively).

Basic Features

The Ministry of Education, which established teacher training and employment guidelines, dictates that the legal authorities appointing teachers must provide on-the-job training and support and that first-year teachers undergo induction for one year from the date of hire. This period of teacher induction is viewed as the first step in continuing professional development, and its purpose is to "foster practical leading ability and a sense of mission, while simultaneously equipping new teachers with a broad range of understanding" (Ministry of Education, Science, Sports, and Culture, Japan, 1995).

Beginning teachers receive a variety of training and support throughout the induction year. Induction activities focus on areas essential to fulfilling professional duties: basic academic requirements, course instruction, ethics, special activities, and student guidance. Teachers participate in induction activities both in and out of school.

Training In School. Beginning teachers receive training and advice from guidance teachers and others at the school 2 days per week, or 60 days per year. The guidance teacher is not only involved in directly mentoring the beginning teacher, but also is responsible for garnering the assistance of other school personnel to support and encourage the new teacher. The program ensures that beginning teachers carry a lighter teaching load that can accommodate the training schedule and provides release-time for the guidance and new teacher during the periods when they are involved in induction. To achieve that, the program provides one part-time teacher for every one new teacher, or one full-time teacher for every two new teachers, who assumes the duties of the otherwise-involved new and guidance teachers.

Training Out of School. Training outside the school occurs in several ways: weekly training sessions; four- to five-day training excursions; and "On-board Training." First, beginning teachers spend 1 day per week, or 30 days per year, on outside training. This includes education courses, lectures, practica, and observational tours of other schools, social education facilities, child welfare facilities, and private corporations. Some beginning teachers may even have the opportunity to gain experience with volunteer or outdoor educational activities during the training sessions. Another outside training experience in which all beginning teachers participate is four- to five-day excursions developed and run by the prefectural boards. A final type of outside training is "On-board Training." Specially recommended teachers (approximately 2,400 of 18,000 new teachers) participate in member-run trainings on ships and in harbor locales.

Financing

The Ministry of Education spent 22.6 billion yen (roughly US$220 million) on teacher induction programs in academic year 1995. The member treasury funds one-half the cost of personnel hired to support beginner teachers in school and one-half the expenses for prefectural trainings. Prefectural boards responsible for the hiring of such personnel and for the execution of such training supply the other half

of the necessary funds. "On-board Trainings" are exclusively funded by the member treasury.

Evaluation

Although there are no formal evaluations in place, the teacher induction training program enjoys a respected reputation in many quarters. Hence, no reforms are currently planned for the program whose positive outcomes are perceived as the following:

- Newly appointed teachers undertake their training with autonomy and dedication, and demonstrate an extremely high level of growth in their abilities;
- Guidance teachers also develop a high sense of responsibility as leaders and show improved leadership abilities, in particular, achieving a greater breadth of vision; and
- The program fosters the development of a school environment dedicated to the mission of training the new teacher, and stimulates the other teachers' sense of mission and desire for training as well, thus breathing new life into the school.

Republic of Korea

The Republic of Korea employs a teacher induction program focused on a mandated, pre-appointment training session offered at the provincial level. Following the pre-appointment program, beginning teachers continue to participate in less formal provincial- and school-level induction activities. The main purpose of teacher induction in the Republic of Korea is inspiring and informing teachers on the responsibilities of teaching and the culture of the school and the profession.

Basic Features

The *pre-appointment program* is the central feature in the Republic of Korea's teacher induction program. The member-level government requires that all beginning teachers who have received their teaching certificate and passed the employment examination participate in these activities. Provincial institutes for the in-service training of teachers provide 60 hours of training and induction that are intended to inspire the new teacher's sense of commitment, foster the basic knowledge required for teaching, and establish an awareness of the ethics of the

teaching profession. Although the design of the pre-appointment program is at the discretion of the provinces, there are no significant differences among programs.

Teacher induction often continues after completion of the pre-appointment activities. Both provincial offices of education and individual schools provide orientation to beginning teachers. The orientation offered at the provincial level focuses on informing new teachers about the status of schools within the jurisdiction and further enhancing their sense of commitment and responsibility as teachers. The orientation at the school level, on the other hand, concerns itself with issues of the particular school, such as status, goals, direction, and management. Other induction activities include workshops, peer supervision, and clinical supervision. Workshops may be seminars on curriculum content or teaching methods, or teacher meetings for reading papers and articles. Although the idea of formal mentoring is not yet established in the Republic of Korea, principals often provide advice on teaching methods, and experienced teachers invite their younger colleagues to observe exemplary classrooms.

All the in-service induction activities occur periodically for the first year of teaching, with no formal conclusion. Generally, teachers spend a few hours per week—before, during, or after school—in teacher induction. Currently, there are no supports such as release-time in place for teachers who participate in induction. Beginning teachers carry a lighter administrative load, but spend the same amount of time on classroom activities as experienced teachers.

Financing

Provinces in the Republic of Korea have the responsibility of choosing and funding teacher induction programs. In 1994, the cost of teacher induction per inductee in the Kyongbuk Province was 377,000 won. This is 0.37 percent of the total education budget and is representative of the cost of teacher induction in most provinces.

Future Directions in Teacher Induction

The Republic of Korea currently uses a review process and questionnaire (directed toward the inductees) to evaluate teacher induction programs. These elements are used to judge the program as successful or not in helping beginning teachers adapt to the classroom. The next step for teacher induction programs in the Republic of

Korea is to introduce a Master Teacher System, to develop a sense of commitment to the teaching profession.

New Zealand

New Zealand has a well-established system of teacher induction. All schools in New Zealand are required to provide advice and guidance to beginning teachers. However, these programs of teacher induction are locally developed and may vary in intensity from location to location and from individual to individual.

Upon graduation from teacher training, teachers are provisionally licensed by the national Teacher Registration Board (TRB). The TRB strongly urges that, during a two-year period, schools and early childhood centers provide and teachers participate in a program of advice and guidance. Teachers also must comply with additional criteria specified by the TRB and teach the full two years, at which time provisional registration may be converted to full registration.

Basic Features

The TRB publishes a booklet, entitled *Advice and Guidance Programmes for Teachers (1994)*, which offers examples of successful induction programs in place around New Zealand. The TRB further specifies the necessary attributes for an acceptable Advice and Guidance Program. In short, the school and early childhood center must provide new teachers with:

- Resource and personal support from colleagues working in the same curriculum area, school, or center;
- Classroom visits and written lesson appraisals on progress toward meeting the criteria for registration;
- An opportunity to visit and observe other teachers;
- An opportunity to meet with senior staff and other teachers to clarify the wider aspects of the beginning teacher's work and responsibilities, including professional development; and
- A written record of the program, containing the advice and guidance received and the extent of participation in planning the corporate life of the school or center.

Because these guidelines are broad and because programs are implemented on a school-to-school, person-to-person basis, programs vary, although overall patterns are similar.

In all programs, new teachers are assigned an experienced tutor who then serves as a mentor. During the two-year period, the new teacher and tutor teacher meet, regularly at first and then tapering as time progresses, to review and document the new teacher's progress and to set new goals for their program of advice and guidance. The principal receives the reports compiled by the new and tutor teachers, through which he or she monitors the new teacher's achievement of the registration criteria.

The close involvement of new teachers with their tutor teachers is the main activity of teacher induction. However, new teachers receive further support and training during their induction period. Generally, new teachers in schools, though not in early childhood centers, carry a lighter teaching load with smaller, carefully selected classes and reduced time. They are expected to spend 80 percent of their time (the equivalent of four days per week) on full-time teaching responsibilities and 20 percent of their time (the equivalent of one day per week) on induction activities—although schools vary in the extent to which they "formally" use the induction hours. The induction time may be spent in or out of school for activities such as in-services, lectures, or classroom observations (at the teacher's own or other schools). Programs provide release-time for when induction activities take new teachers away from the classroom. In some cases, tutor teachers may also receive release-time for their supervisory role.

Financing

The member government funds teacher induction—new teacher salaries, the "point 2" release-time for induction, and support services. The support services are provided by teacher support centers at the teacher training institutions, which receive funding, as above, from the Ministry of Education and also offer special programs for boards of trustees and supervising teachers who may be involved in teacher induction activities in their school.

Evaluation

Those new and tutor teachers in the advice and guidance programs who have participated in formal evaluations support the program and state that it meets their needs. The TRB is currently conducting a member-wide survey of all Year 1 and Year 2 teachers to determine the quality of induction programs. The results of this should be available by mid-1996. Also, the Advisory Service collects both qualitative and quantitative data for quarterly reports to the Ministry of Education. Furthermore, individual schools review their own programs, and may amend or adapt them as necessary. The TRB is at present negotiating with the Education Review Office for that agency to provide information to the Teacher Registration Board on the quality of programs being delivered in individual schools. This and the results of the member-level survey may result in changes to the guidelines set down by the TRB.

Papua New Guinea

In Papua New Guinea, there are both formal and informal structures that help new teachers to adapt to the school and classroom environment during the first few years of teaching. The main structure is the Inspection Program, the member-run system that licenses teachers. Other induction activities vary among schools but may include various in-services, consultations, and visitations. Teacher induction programs are implemented in Papua New Guinea for several reasons: to increase the supply of teachers at a particular level; to increase the retention rate of teachers by reducing their first-year frustrations and displaying the incentives of teaching; and to open avenues for professional development.

Basic Features

Beginning teachers are inducted and evaluated in a variety of ways during the first year of teaching. First, the beginning teacher works under a *subject master*, who monitors the new teacher's progress by reviewing lesson plans, observing the classroom, and offering general assistance in the areas of planning, curriculum content, teaching strategies, and professional conduct. These senior teaching masters who serve as mentors help determine the needs of the particular new teacher, and, therefore, they adapt their advice, emphasis, and monitoring to the teacher's requirements. Second, the beginning teacher works in association with senior teachers and staff in extracurricular activities, such as sports and special

events. Third, the beginning teacher attends in-service training at the school, department, and provincial levels. There also is a member-level "Provincial In-Service Week," during which schools and provincial-level education authorities offer special classes for new teachers.

These induction activities are closely linked to the inspection system. All new teachers must participate in induction activities to: (1) be inducted into their new areas of responsibility and (2) meet the requirements of the inspection system. As the year progresses, senior staff and mentors compile an inspection report based on their interaction with and observation of the new teacher. The Inspector (a national figure) also observes the new teacher and writes a report recommending the teacher for full registration into the teaching force. The induction period is terminated when, at the end of the first year of teaching, the individual is fully registered—although regular professional development continues to take place.

Induction activities occur mostly after school hours and during term breaks. Beginning teachers do not receive release-time or lighter workloads for induction activities. However, the senior staff involved in induction receive several benefits or incentives: training for involvement in the inspection system and points toward promotion and consequent salary increase.

In Papua New Guinea, the National Department of Education funds teachers' salaries and also finances the inspection program. Schools and provinces, however, bear the costs of the induction activities.

Future Directions in Teacher Induction

Teacher induction is viewed as successful for its purposes. Teachers become licensed and secure permanent employment, senior teachers earn promotions, and the supply of in-demand high school teachers increases. However, administrators and policy makers in Papua New Guinea are exploring ways to expand their teacher induction program. One reform under consideration is increasing the involvement of the National Department of Education in funding, selecting, and directing a "master teacher" program. Other reforms include up-grading teacher levels, introducing induction to all levels of teachers, and generally improving the effectiveness of those already being served.

Singapore

The Ministry of Education (MOE) in Singapore requires that all schools plan for the arrival of new teachers. The purpose is to welcome new staff to the school, make the new teachers feel like members of the school community, introduce new teachers to the school environment, and build new teachers' confidence. In the *Principal's Handbook*, issued by the MOE as a manual of recommended practices, school principals are responsible for planning teacher induction activities. They also are expected to provide for adequate briefings, for access to relevant documents, for meetings with key personnel, and for provision of professional guidance by staff.

Basic Features

Though all schools are required to provide teacher induction, schools vary in the degree to which they fulfill that requirement. Most schools provide a half day for orientation, which may include briefings by senior teachers on student profile and curriculum and question-and-answer sessions.

Many schools follow this session with other induction activities such as mentoring, distribution of handbooks, and observations. Recently, the Ministry of Education formalized the mentoring arrangement by requiring that beginning teachers have mentors during their first year (a period of probation). Reporting officers should preferably be the mentors, although the principal may assign an experienced teacher or department head to serve as an assistant mentor. Mentors are required to meet with new teachers at least once in the first three months to find out how the teacher is coping with teaching and other assigned duties, to give feedback on performance, and to give guidance and advice accordingly. They may also share lesson plans and materials, though no observation of model classrooms or team teaching is done.

Also, nearly all schools provide new teachers with detailed handbooks containing information on the school's history and mission, the history of student performance, the curricular options, the administrative structure, and school rules. Finally, principals review the performance of new teachers during formal and informal observations. If teachers are deemed lacking in pedagogical skills, then the principal may provide feedback and guidance.

The informality of some aspects of the induction system may be attributed to the fact that, in Singapore, new teachers are viewed as capable, fully salaried teachers who have completed a rigorous and practical teacher education program. Their responsibilities are the same as their more experienced colleagues (although sometimes they are not given examination classes).

Financing

Schools fund any induction activities undertaken, with no outside supports. Because teacher induction directly benefits the individual and the school where he or she teaches by easing the transition and increasing effectiveness or productivity, schools accept the responsibility of financing and implementing induction programs for their staff.

Chinese Taipei

Teacher induction and many other aspects of education and other domestic policy, are in transition as a result of the changing political situation in Chinese Taipei. Following the lifting of Martial Law in 1987, the nation has undergone deregulation and reform. One of these reforms is the 1994 Teacher Training Act, which restructured teacher preparation and professional development. There are implications in the new law for many features of the teacher induction program as well as the general climate in which it exists. Formally, teacher education was a five-year program, for which the government paid, and teacher induction was a mandated, full-time internship preceding graduation. Now, teacher education is a four-year program with a one-year internship following graduation. From now on, most students will fund their preservice education, with free teacher education limited to certain subject areas in which there are teacher shortages and to geographic areas where teachers are difficult to recruit. The reformed teacher induction system intends to emphasize devolving control to the localities, increasing assistance to and assessment of teachers, and establishing member-wide licensing systems.

Basic Features

Teacher induction in Chinese Taipei consists of a teaching practicum and an internship. The teaching practicum takes place during the conventional four years of pre-service education. Following pre-service education, students are then placed

in schools for internships (discussed in further detail below). Formerly, the Taipei government was responsible for placing teachers; now, control of this aspect of the internship is shifting to universities. In order for the internship to function well, students must be placed in schools with good reputations, enough qualified teachers, and geographic proximity to teacher training institutions. When the internship is completed, those students who received a government-funded education are required to serve four additional years in the school. Whereas those who paid for their own education find teaching jobs by themselves.

Formerly, all fifth-year teaching students were required to participate in the internship as a prerequisite to graduation. The interns assumed the same workload and schedule as experienced teachers. Now, students who complete preservice education and intend to become teachers are required to take part in the internship after graduation and prior to licensing. Moreover, the interns assume, at most, half of the teaching load as qualified teachers and spend the rest of their time participating in workshops and observing experienced teachers. The assistance and support in place during the internship year is threefold: workshops by the local government, involvement of university professors, and guidance of other school teachers. Each will be considered in turn.

Workshops. Before beginning the internship, inductees participate in workshops sponsored by the local government. The general purpose of the workshops is to introduce interns to the local education system, to clarify the rights and obligations of teaching, and to explain school policy.

Professors. University professors are expected to guide interns in a variety of ways: over the phone, through the mail, face-to-face, and in seminars. As a result of the reforms, the number of students professors oversee decreased from 40 or 50 to 25. The main purpose of this interaction is for the professor to see how the intern is adjusting, to provide assistance where needed, and to evaluate performance. University professors who assist with the induction of secondary school teachers receive lighter university loads in exchange for their commitment to the interns.

School Guidance Teachers. School guidance teachers are the on-site personnel designated to provide moral support and day-to-day guidance. They are especially qualified to provide advice on curriculum design, teaching methods, school policies, student work and management, and administrative tasks. Like the university professor, the guidance teacher also assesses the intern. School guidance

teachers who assist secondary teachers used to receive a stipend for their participation. Now, the issue of providing stipends is still under discussion. Previously, university professors and school guidance teachers were mainly evaluators. However, they currently are expected to play a role as supporters and guides as well as evaluators. A more detailed description of the challenges and solutions to developing an effective internship programs follows.

Future Directions in Teacher Induction

Reforms in teacher induction are attempting to remedy the image that teacher induction in Chinese Taipei is a program in name only. Educational administrators and policy makers have identified five challenges and solutions to the transitioning teacher induction program, many of which are being currently implemented. Three of these are sampled below:

- ***The assistance provided by university professors and school guidance teachers was not sufficient to meet the needs of inductees.*** Because interns worked independently the entire day, and because professors were geographically inaccessible and guidance teachers were often busy, the interns often relied on "trial-and-error" to solve their difficulties with classroom management, student guidance, and selection of teaching method. Reforms will include reducing the ratio of professors to students and establishing a one-to-one mentor relationship.
- ***The internship did not currently screen candidates as effectively as expected.*** The intern failure rate was extremely low, despite the stated screening purpose. Administrators believe that this was because of the need to fill vacant positions and the lack of local discretion in hiring teachers. Reforms include a localization of control. "Without government involvement, universities and schools are expected to have freedom to screen out incompetent teachers."
- ***There was alienation between the universities and schools.*** Because there were no incentives for universities to participate in induction and there were inherent geographic difficulties of connecting universities to schools where students were placed, there were few close ties of these two important institutions. Recent reforms dictate that teacher training institutes and localities take responsibility for the placement of students in internships. The reforms are intended to foster the geographic and practical ties of schools and universities and to encourage the exchange of services between institutions.

United States

There are no member-level standards for teacher induction in the United States. Teacher induction—and all aspects of education—are the constitutional responsibility of the individual states. This responsibility is often is even further devolved to the school district (or local) level. With approximately 15,000 districts in 50 states and the District of Columbia, U.S. teacher induction programs vary widely in both intensity and content.

Systematic teacher induction programs began in the United States in 1980, when Florida mandated induction programs for all its beginner teachers. Throughout that decade and into the 1990s, the number of states implementing teacher induction policies and practices has increased rapidly. Currently, 21 states have teacher induction programs, with an additional 5 states piloting or planning programs. Individual districts in the remaining states may implement their own teacher induction programs, as well.

The rise of teacher induction programs in the United States may be attributed to several factors. First, many teachers experience "reality shock" or "burn-out" during their first years of teaching. Some of the reasons that it is especially difficult for beginning teachers to transition successfully into their new careers are: the lack of interaction among practitioners during the actual workday (i.e., teachers are isolated in their classrooms), the competing professional demands placed upon practitioners from the outset, and the dearth of practical training during preservice education. Second, the first few years of teaching are seen as a time critical for developing one's teaching style and one in which, if left to "sink or swim," teachers are especially likely to leave their new profession. Attrition rates among new teachers are often five times higher than those of more experienced teachers. This, coupled with fear of teacher shortages, makes attracting and retaining new teachers especially important. Teacher induction programs are increasingly seen as a way to provide new teachers with support necessary to ease their transition, help them develop professionally, and retain them in the profession.

The main purpose of teacher induction in the United States is to help ease the transition from "student of teaching" to teacher. Other objectives include:

- Improving teacher performance;
- Increasing the retention of teachers;

- Promoting the personal and professional well-being of beginning teachers and reinforcing positive attitudes toward themselves and their new profession;
- Satisfying mandated requirements related to teacher induction and certification; and
- Transmitting the culture of the educational system to beginning teachers.

Basic Features

The practice of teacher induction varies widely in the United States. Generally, states that require teacher induction programs issue a provisional license valid from one to three years, under the condition that the individual will go through a beginner teacher program before qualifying for full certification or continued employment.

Teacher induction programs in the United States are undergirded by one or both of the following principles: assist and assess. Assistance describes guidance, feedback, and emotional or professional support provided to new teachers. Assessment is the monitoring and evaluation of beginning teachers against certain criteria, the achievement of which are necessary for licensure.

Teacher induction in the United States traditionally has focused most heavily on assessment; and assistance where it exists is strongly linked to aiding new teachers to achieve the assessment criteria. For instance, both Florida and Connecticut have teacher induction programs that require new teachers to meet with mentor teachers who help them prepare for observations by administrators and achieve the state criteria for certification. Experts criticize these models—assessment and assistance for assessment—because they discourage "reflective, context-specific" teaching and seldom address teacher-initiated professional development issues.

In more recent years, however, several states have developed induction programs with an assistance component only. Michigan, Maine, and New York have implemented programs that require a personally developed professional growth plan, attendance in 15 days of in-service training, and participation in a mentor relationship, respectively. A few other states have implemented programs that have both the assist and assess components, with the assistance provided for its own sake and the assessment conducted for the teachers' own information rather than for licensure.

States employ varied strategies to accomplish their goals. Some of the most common strategies include: observing exemplary teaching practices; participating in in-service training; attending summer training; and attending certification programs conducted through collaboration of school districts and universities. The most commonly used strategy, which is in place in nearly all existing teacher induction programs, is mentoring.

In most states with induction programs, new teachers are matched with a more experienced teacher whose role it may be to: discuss school policy, curriculum, and discipline; evaluate and monitor the new teacher's progress; or allow the new teacher to observe his or her classroom. The dominant characteristic of all mentoring is assisting new teachers to understand the culture of their school, in addition to preparing new teachers for the assessment process.

Some states require that mentors have a minimum level of experience; other states reward mentors with a small stipend. Generally, however, the teachers who serve as mentors volunteer and receive no extra rewards. Several states (California, Connecticut, and Florida, for example) require that mentors be provided training for their roles as support providers or assessors.

Participation

It is difficult to gauge the overall participation in teacher induction. Roughly half the states have no direct involvement in teacher induction programs, and for those states that do have direct involvement, five are in the pilot or planning phase and at least two have not yet implemented their programs for all teachers. Thus, it is likely that less than 50 percent of all new teachers in the United States participate in teacher induction programs that are more than a brief school orientation.

Financing

Data are similarly sparse on the financing of teacher induction programs. A key variable in the method of funding is whether or not the program is mandated. Several states with mandated programs provide state money to the districts for program implementation, with districts supplying the rest. For instance, Indiana provides $600 of state money for each new teacher-mentor team, and the school districts supply up to $400 more for other induction activities. Voluntary teacher induction programs are often funded by state grants or by individual school districts. In Minnesota, districts currently apply to the state for a funding

grant—which they must match—to implement a state-recommended induction program. In general, statewide teacher induction programs do not exceed the cost of $1,000 per inductee. Programs that are implemented on a smaller scale may cost $4,000 to $6,000 per inductee.

The costs of teacher induction are mainly the compensation provided to mentors or administrators participating in the program. Another main cost is relief-time for new teachers and mentor teachers to participate in in-service and other professional development activities.

Future Directions in Teacher Induction

There have been few evaluations of teacher induction programs in the United States. The evaluations that have been conducted generally are confined to privately conducted studies of individual programs. For instance, one of the few studies that has been conducted concluded that a successful teacher induction program emphasized structure, careful selection of mentor teachers, and assistance, rather than the assessment of new teachers. This conclusion has important implications for U.S. programs that currently are assessment-focused.

It is difficult to discuss future plans as the system is decentralized and state programs vary widely. However, in general, in education, there is growing attention to the issue of the "professionalization of teaching" and to the idea of the school-university partnership, which aims at improving pre-service teacher training, new teacher induction, and in-service teacher education. One type of partnership receiving attention is Professional Development Schools, ". . . analogous to teaching hospitals, in which expert teachers join with university faculty to provide a structured internship for new teachers . . . ." This idea was originally proposed in the mid-1980s by the Carnegie Task Force and the Holmes Group. Although there is wide support for such schools, progress in this arena is slow.

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CHAPTER 3

STRANGERS IN THEIR OWN COUNTRY: TEACHERS IN THE NORTHERN TERRITORY OF AUSTRALIA

Jay Moskowitz and Wes Whitmore

Teacher induction programs in the Northern Territory (NT) are designed to increase teacher retention by acculturating and orienting new teachers (both inexperienced and experienced, but new to the Northern Territory). They address how to live in the NT and in remote, often isolated communities, how to teach Aboriginal students and how to work with Aboriginal communities. Many teachers in urban areas, as well as teachers in rural communities, are engaged in multicultural education and living, where the language spoken and community mores and values usually differ from their own. The programs designed to assist teachers are an outgrowth of the Territory's geographic, demographic, and cultural characteristics.

The Setting

The Northern Territory includes one-sixth of the Australian continent but less than 1 percent of Australia's population. The Territory has a population of 170,000; it has two cities, Darwin with 78,000 people and Alice Springs with 25,000, a few small "urban" towns, and many scattered, remote settlements. The large percentage of people concentrated in a few places is consistent with the rest of

Australia, where the population centers hug the coastline and are dominated by five large urban centers. Australia has one of the lowest population densities in the world, and the population density in the Northern Territory is only one person per 8.3 square kilometers.

The Northern Territory's population is diverse and multicultural. Almost 18 percent of the population was born outside Australia. Another 23 percent are Aborigines or Torres Strait Islanders, compared to 1.5 percent for Australia as a whole. Many non-Aborigines were born in other parts of Australia, attracted by jobs and the sense of adventure, although the rate of interstate migration has slowed in recent years. The population is younger than that of the rest of Australia. The student population is 35 percent Aboriginal, and almost 100 percent Aboriginal outside Darwin, Alice Springs, and a few mining centers. Twenty-five percent of the population speak a language other than English as their first language; 61 percent of these speak an Aboriginal language.

Large sections of the Northern Territory are designated as Aboriginal tribal lands. In these areas, Aboriginal councils are responsible for community policies and administration. Much of this land is off-limits to non-Aborigines without permits issued by the council. Since the mid-1970s, many communities have seen a renaissance of traditional Aboriginal lifestyles. With the exception of teachers and health workers, few non-Aborigines live in these communities.

Education in the Northern Territory

The provision of education in Australia is a state or territory responsibility. Since the Northern Territory government assumed responsibility from the Commonwealth and South Australia governments in 1979, the Northern Territory has provided free public education for preschool, transition (one year between preschool and primary), primary, and secondary students throughout the Territory. Preschool is available for most students beginning at four years of age. Enrollment is compulsory for children between six and fifteen years of age; however, most Aboriginal children living in Aboriginal communities do not continue beyond primary school, since attendance at secondary school often requires them to leave their remote communities.

In the population centers one typically finds primary schools, junior secondary schools (grades 7-10), and senior secondary schools (grades 11-12). Most schools

in the Northern Territory, however, are remote primary schools, many with only one or two teachers.

To respond to the huge distances separating schools in the Territory (for example, Darwin and Alice Springs are almost 1,500 kilometers apart), education administration is decentralized into North and South divisions, with each division having several regions. In 1995, Operations North served 31,500 students in 110 schools; Operations South served 9,600 students (with 2,000 students in non-government schools). There are 59 government schools in the Division. Of these, 74 percent are in rural and remote areas; these schools serve 41 percent of Operation South's students. To serve these students, NT employs about 2,100 teachers (5 percent of whom are Aboriginal) and 375 teacher assistants and teacher trainees (74 percent Aboriginal).

Beginning in 1993, responsibility for teacher recruitment passed to the divisions. Until then, most recruiting duties were handled centrally from the Territory's Department of Education, located in Darwin. Policies and guidelines for teacher induction are made at the departmental level and designed and implemented by the divisions and regions. The two operating divisions take different approaches for urban and rural areas, reflecting different patterns of student and teacher retention and mobility, availability of support programs and specialists, student composition, and isolation.

The teaching force is primarily recruited from other states in Australia. While the Northern Territory University (NTU) now provides some new teachers, its output is insufficient to meet the need for teachers in rural communities. The Northern Territory, in contrast to the rest of Australia, has a long history of interstate recruiting. This need to recruit teachers unfamiliar with living in the Territory and its curriculum (which are state and Territory adopted) led to the initial development of a teacher induction program in 1972 and expansion in 1985. In contrast, the Australia Department of Employment and Education (DEET) reports that teacher induction programs in the rest of Australia are less well developed than those in the Northern Territory because the other states train 95 percent of new teachers in training institutions within the same state. Other states now are beginning to develop more robust teacher induction programs incorporating many of the features currently being used in the Northern Territory.

In addition to recruiting staff from other states and NTU graduates, the Territory operates Batchelor College, which trains Aborigines as primary school teachers.

Currently, Batchelor prepares about 25 fully qualified teachers from the four-year training course. This course—which is equal to a three year-Diploma of Teaching—qualifies the graduates to teach anywhere in the Territory and, technically, anywhere in Australia where the three-year diploma is accepted. The College also offers a three-year course; the graduates are employed as assistant teachers in rural and remote schools. Thirteen assistant teachers were recruited in 1996, and 92 assistant teachers are employed in schools throughout Operations South. The philosophy of the college is to infuse all programs with a community-development orientation where Aboriginal and non-Aboriginal culture, attributes, values, and aspirations are given equal status. Even with Batchelor College, most teachers in the Territory, including schools in Aboriginal communities, are non-Aboriginal and trained outside the Northern Territory.

In the 1970s the average length of teaching service in rural schools in the most isolated areas was as low as nine months. Retention of teachers has improved markedly in recent years (as recruitment has improved, induction and support programs expanded, and the demand for teachers dropped significantly in other states); however, it remains low in rural areas. The proportion of bushies who are new teachers varies each year. In 1995, of the teachers new to the NT or teaching, 83 percent were assigned to rural and remote areas. In that same year, 43 percent of the recruits were new teachers. In 1996, 39 percent of recruits were new teachers and, of the total recruits, 69 percent went to rural and remote areas. In addition, teacher mobility is very high among rural schools and from rural to urban schools. Few teachers in rural communities spend more than three years at a school. Retention is higher and mobility less in Darwin and Alice Springs.

First-year teacher assignments in the NT are similar to those of more experienced teachers. The sole exception is the desire of administrators, usually successfully implemented, not to assign inexperienced teachers to one-teacher schools in their first year. For first-year teachers, responsibilities such as teaching loads, participation in curriculum and planning committees, and attendance at staff meetings, are comparable to those of other teachers. In larger urban schools, where team teaching is feasible and more common, first-year teachers may be assigned classes at the beginning of the term that are anticipated to have fewer discipline problems. By the second or third term, even these differences vanish.

AS YOU COME TO THE END OF YOUR FIRST YEAR, WHAT WERE YOUR FIRST FEW WEEKS LIKE?

"Like someone changed the TV while I was out of the room. I often didn't know what movie I was watching."

"The teaching load was enormous. I got good support from school, and the other teachers were helpful."

"It was like jumping in at the deep end. It is a very steep learning curve moving from the university to the real world."

"I was nervous; would I be up to the challenge?"

"Daunting. A lot of work. It took a while to figure out where to get stuff; you ask a lot of dumb questions at first."

"Nothing prepared me for these children. The first week I wanted to take a blunt knife to my wrists. The next months were hectic. Very slowly my life and my relationship with the children is falling into place."

HOW DID YOUR EXPERIENCE AND EXPECTATIONS CHANGE OVER THE YEAR?

"I became more realistic. Now I see small steps and a little progress with my students as exciting big steps."

"I'm no longer a perfectionist. I've become more flexible. I've learned to, and am now willing to, organise around the students instead of expecting the students to behave the way I expect."

"I don't think anything can prepare you for being in charge and responsible for a class day after day. I learnt more the first few months than I did at university and in practicums combined."

"I think the biggest lesson I learned was that it's the job you do in the classroom that counts. I had to reduce the time I spent outside planning and worrying. I was exhausted all the time. I didn't have a life outside school. I've come to accept that I can't do it all."

Challenges for Teachers

Teachers new to the Northern Territory are faced with numerous professional and personal challenges. Some of these are common to all new teachers. Others are unique to situations where there exist personal and teaching challenges caused by physical and cultural isolation and multicultural living and teaching. Like teachers elsewhere, newly trained teachers in the Northern Territory are idealistic, have high expectations for their students, and have high standards for themselves. As a result, they work exceptionally hard and long hours developing lesson plans and teaching materials, teaching, and meeting with mentors and other school staff. Beginning teachers spend a great deal of time working, often losing themselves in

work. As several teachers commented: "The challenge is finding the right balance in my professional life so that I have a personal life."

Teachers also are less valued by the community in general. It was reported that throughout Australia, including the NT, the status of teachers has declined noticeably in recent years. New applicants to teacher training institutions have lower admission scores, and teaching is often not a new teacher's first choice for a career. Teacher morale has declined, in some instances pay has lagged behind other professions, and urban jobs are scarce. Teachers are increasingly seen as employees and less seen as professionals.

A DAY IN THE LIFE OF AN OUTSTATION TEACHER

Karen lives in Sedgwick Downs and teaches at a remote settlement 45 minutes away. Karen's day begins at 7:15 when she arrives at the Sedgwick Downs Primary School to pick up materials and make copies. She then loads the land cruiser for the drive to Gulibi. When she arrives at about 8:30 the children start arriving. The first hour Karen helps the children with personal hygiene—nose blowing to clear ears, tooth brushing, etc. Assisted by Dedi, her Aboriginal assistant teacher, the next two hours she teaches 17 children, ages 3 to 11, oral English, stories, and chanting. Dedi takes the smaller children for reading, while Karen provides the bigger children reading, writing, and phonetics.

At 11:30 they break for lunch. Karen brings the food that she has brought with her from Sedgwick Downs to the mothers to prepare. This is part of a community nutritional program. The children begin returning in 15 minutes, so Karen doesn't get a lunch break for herself. Until 12:30 she involves them in games.

Classes resume at 12:30 with silent reading, one-on-one instruction, a break for fruit, and a math lesson. School finishes between 2:30 and 3:00.

On her way home each day, Karen must stop at the grocery store in Sedgwick Downs to pick up food for tomorrow's lunch.

Arriving home between 4:30 and 5:00, Karen chats with Amy, a teacher in Sedgwick Downs with whom Karen shares a house. They chat about the day and how their program is working. She then reads or watches TV or takes a nap. Then she prepares dinner, eats, reviews plans for tomorrow, and is in bed, exhausted, between 8:30 and 9:00. Tomorrow is another long day. Since Karen travels to Gulibi only from Monday through Thursday (an assistant teacher is in charge on Friday), she is able to do lesson plans and review curriculum materials at Sedgwick Downs Primary School every Friday.

In addition, teachers in the Territory often are isolated from their natural support group—family and friends. Most have moved several thousand kilometers from their homes to cities and rural communities where initially they know no one. They enter schools where the students are different from those whom they have interacted with in their school lives and student teacher practicums. For the first

time, many are faced with the complexities of a multicultural society. While most come from large, urban multicultural settings, these cities often break down and exist as a set of cultures living side by side. In the Northern Territory, one sees this parallelism in Darwin and Alice Springs, and a few other places; but in most schools multiculturalism is the norm. The new teacher is also faced with a new curriculum. In Australia, the teacher training institutions base their curriculum around the state's curriculum. Therefore, students are exposed extensively during training only to that state's curriculum.

Because of the smallness of many schools in the NT, teachers have assignments requiring multiple preparations. With a large number of Aboriginal children, teachers face language barriers. They have difficulty setting realistic expectations for low-performing students and schools. They have inadequate and often inappropriate classroom-management skills that result in disruptive students and other disciplinary problems. And, they have limited preparation in dealing with cultural diversity.

"In recruiting, I look for flexibility, maturity, realistic expectations about Aboriginal communities (although these always exceed reality). I try to match people and schools based on community support, isolation, sense of support needed, size of school, experience level, and gender. I speak to the superintendent and principal; then I speak to the applicant and I have the applicant speak to the headteacher. Then, I make an offer. This process paves the way for effective school-level support. I'm able to do this now for about two-thirds of the new teachers."

Central Office Staff Member

Teachers working in rural schools encounter additional challenges. They must learn and live by the mores of the community. Each Aboriginal community has distinct roles, responsibilities, and behaviors that children, women, and men follow. Most communities speak their own languages. One principal describes a

recent incident: "A new teacher who arrived after orientation was chased by an Aboriginal mother with a stick after the teacher said to her child, 'You look like your mother.' While the teacher meant it as a compliment, in this community, this was an insult. You only say, "You look like your father." The principal worked with the community and teacher to resolve the incident.

In Aboriginal communities, new teachers teach in either an ESL or bilingual program. Few new teachers have received very much ESL training, and those that have typically have dealt with providing ESL to new immigrants to Australia from central Europe and Asia. To assist the new teacher, particularly to provide bilingual education, Aboriginal classrooms have Aboriginal assistant teachers. New teachers also have to learn to interact and effectively use an assistant teacher, who is often untrained, reserved, and wary about committing to the new teacher.

The Aboriginal students provide challenges to teaching. Aborigines were traditionally a nomadic people. Although Aborigines are settled in communities, going to class every day at the same time and staying in class all day has to be established "as the norm" by the new teacher. It can be a particularly difficult problem with teenage boys. As one teacher noted: "These children must be brought from the dust to desk." Aboriginal students, because of inadequate health care, also have an exceptionally high incidence of hearing problems. As many as 50 percent of all Aboriginal students suffer from an educationally significant hearing loss at some stage during their school life. All new teachers are instructed in "nose-blowing," which is performed every morning to clear ear passages; schools also have audiology equipment for the new teacher to use in assisting the students. In sum, these new teachers were trained as primary school teachers yet must also be able to implement some of the approaches used by ESL and special education teachers in more urban schools.

Rural teachers are provided with housing, either free or at reduced cost, depending on the degree of remoteness. In some communities teachers must share houses. In some communities very good housing is available; in others, relatively poor accommodations are all that are available. Regardless of the condition of the house, Aboriginal communities are difficult places for non-Aborigines to live: with

the exception of television, which is always available, the communities are isolated and the teachers will almost always be apart as non-Aborigines.

Aboriginal teachers in Aboriginal communities face their own challenges. First, Aboriginal teachers must adapt to accepting assistance and assessment from a single source, usually a non-Aboriginal staff member. This is sometimes difficult because in Aboriginal culture, there is little overlap of these two roles — individuals are either acceptable or unacceptable. Second, Aboriginal teachers must find ways to achieve objectives (such as discipline) within community constraints. Primarily females, Aboriginal teachers live in a male-dominant culture and are often less mobile and more bound to their communities.

The Aborigines' contact with formal education began relatively recently. In many communities, Aborigines went to schools that were run by missionaries. To ensure attendance, many missions did not give the Aborigines food if their children did not attend school. With the decline of mission schools and increased self-determination, Aborigines have not, until very recently, given priority to education. In some instances education continues to be given low priority. Their primary concerns have been maintaining and reintroducing traditional Aboriginal practices and local decision making. To many, schooling was not relevant. The legacy of this period remains. Teachers are challenged by high truancy rates, limited use of English, massive dropout of males at the secondary level, alcoholism, and petrol sniffing. Today, support for schooling is slowly improving. The Federal government supports programs to involve Aboriginal parents. Aborigines and non-Aborigines are also working to build bridges between the communities.

To meet these challenges, the Department of Education provides a multifaceted teacher induction program for all teachers new to the Northern Territory.

Goals of the Teacher Induction Program

The teacher induction program is designed to increase teacher retention by providing teachers new to the Northern Territory with support, acculturation, cross-cultural training, and skills assessment. To accommodate the different experiences of urban and rural teachers, specialized activities and supports are provided to teachers serving in urban and rural areas.

A great deal of concern and attention is given by administrators and resource specialists to make new teachers feel welcomed, appreciated, and supported. As former new arrivals themselves, those involved in teacher induction are keenly

aware that a successful transition to a new environment is of key importance in the Territory—more important in the first year than curriculum, classroom management, or lesson plans, which form the basis for teacher assessments. Support is both formal, such as ESL resource specialists who visit to assist teachers, and informal, such as "having a shoulder to cry on" and "providing a support network."

A successful transition requires new teachers to find their place in a multicultural environment. Teachers come to the Northern Territory for many different reasons—some as "missionaries," some on "paid holiday," others "to save money to buy a house," some because "there are few teaching jobs available in the rest of Australia." The school system must orient new teachers to the realities of living in Aboriginal communities and teaching Aboriginal students throughout the Territory. They encourage new teachers to keep some zeal of the missionary but to temper their enthusiasm with the pragmatism of the mercenary. As program deliverers say: "It is important that you remember who you are, your value system, and your culture."

Before arriving in the Territory, few new teachers are aware of Aboriginal learning styles, Aboriginal customs and mores, the role of community councils, and other aspects of the Aboriginal community. It is important for the new teacher to "get off on the right foot." Although learning to live in another culture can last a lifetime, some shortcuts are useful. Program administrators have found that a few lessons before going to their schools give new teachers a perspective on what is occurring and why, and how they should deal with the situation. Equally important, cross-cultural training provides contact with experts at the central office that can serve as a resource for new teachers: "They're only a telephone call away."

New teachers are on probation for one year in the Northern Territory. Although retention is the goal and assessment is downplayed, administrators want to ensure that "the few bad apples" are weeded out during the probation period.

The Teacher Induction Program

Teacher induction consists of four components that are provided throughout the first year of service in the Territory:

- **Orientation:** provides support, acculturation, and cross-cultural training to all teachers new to the Northern Territory. **Orientation consists of three parts:**

- Basic Orientation, which is a one-week pre-NT service introduction;
- Orientation recall, which reinforces basic orientation and provides exposure to NT curriculum and practical models of program delivery; and
- School-based support, which further reinforces basic and about orientation recall and provides on-going individually focused advice, coaching, mentoring, and counseling at the school site by school-level and central-office staffs.

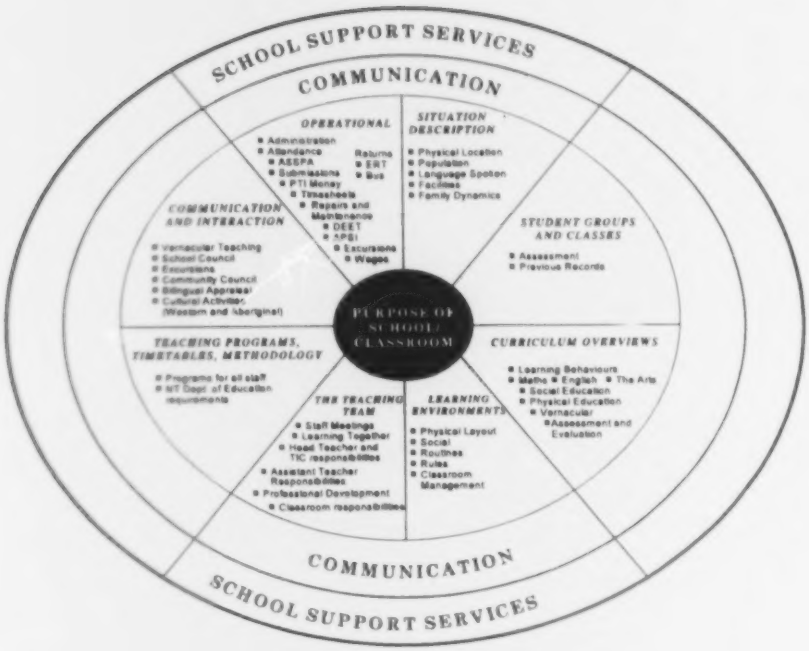
- **Peer probation:** assists and assesses teachers new to the Territory on their teaching skills and their adaptation to living in an isolated Aboriginal community.
- **Professional support for Aboriginal teachers:** provides additional support to new Aboriginal teachers.
- **Other teacher training:** exposes new teachers, through in-services, to successful teaching practices.

The following diagram illustrates the way in which program developers conceptualize the integration of the topics covered through the teacher induction program's four components.

Orientation

Orientation includes a one-week *basic orientation* at the divisional and regional center, an *orientation recall* four to six weeks after the basic orientation, and *school-based support*, which provides initial school-based orientation and continues with professional development throughout the year. Since each division is responsible for implementing NT policy, variations are found between Operations North and Operations South in the design and operation of orientation. The basic description presented refers to Operations South. Differences in program design and implementation are discussed afterwards.

Basic Orientation. Before arriving in the Northern Territory, new teachers receive information packets that outline the first week's activities at the division orientation and regional orientation. At that time, new teachers are informed of the school where they will be teaching. Increasingly, attempts are made to provide information about the school ahead of time and provide an opportunity for the



new teacher to speak to the principal or head teacher. The Territory rarely sends an inexperienced teacher to a one-teacher school.

During the three-day divisional orientation, "participants will be able to access regional personnel in order to informally discuss working and living in the Northern Territory." The orientation begins with a brief welcoming session and barbecue, to set the tone that the central office is serious about supporting new teachers and to begin building networks between central office staff and new teachers and among new teachers. Social events play an important part in the basic orientation and are viewed by new teachers as extremely important and successful.

During the three days, the program administrators hope to achieve five intended outcomes:

- Completion of the paperwork required to begin work;
- Introduction to Operations South structure and procedures and the related familiarization with personnel and services;
- An awareness of Aboriginal mores and customs;

- An exploration of teachers, schools, and law; and
- An understanding of NT-specific information.

During basic orientation, teachers who will be working at isolated schools have additional logistical arrangements to complete before leaving town.

Through formal sessions, breaks, and planned social events, new teachers meet all division staff with whom they may interact at any time during the year. This includes administrative support staff who may deal with payroll issues, administrators who may deal with equipment needs, resource specialists who may provide curriculum and instructional advice, and human resources who can provide information about legal issues. All division staff view their responsibility as "being there when needed, for whatever."

Immediately following the divisional orientation, a one-day regional orientation takes place. Prior evaluations found that rural teachers wanted more time on issues related to bush teachers and rural schools, and urban teachers felt too much time was spent on issues that only bush teachers encountered. Operations South therefore revised its regional orientation to provide separate rural and urban programs.

The rural program takes place at Titjikala School, a two-teacher school located 130 kilometers south from Alice Springs. Topics covered during the rural regional orientation include developing a school culture; programming and teaching language; administrative survival and useful resources (permitting new teachers to speak with Titjikala's head teacher who has one year's experience in the NT); and proforma model programs (NT teachers use NT curriculum resource materials). The underlying focus of the rural orientation is living and working in Aboriginal communities and in remote areas. In contrast, the urban program stresses issues that new teachers must deal with during their first week: establishment of classroom routines and class rules; expectations for teachers; curriculum documents; support resources; and primary and secondary model programs and programming requirements. The urban program is not school-based.

OPERATIONS SOUTH ORIENTATION

Sunday, 21 January

1500 Welcome to the NT and Education Department

1530 Explanation of Week's Arrangements

1545 Teaching Structure

1700 Approximate Closing

1800 Barbecue

Monday, 22 January

0830 Cross-cultural Awareness
Beliefs and understanding;
Kinship and skin systems;
Differences between European and Aboriginal kinship and skin systems;
Aspects of Aboriginal culture that give rise to misunderstanding;
Implication for classroom practice and living;
Resource specialists introduced

1030 Languages
Central Australia history;
Language learning and bilingual programs;
Influences of Aboriginal languages on speaking of English

1300 Health Considerations
Health services available;
Staying healthy

1330 Human Resources Management Unit
Removals, housing, and travel

1400 Conditions of Service

1430 Four-Wheel Drive Vehicles — Theory Session
(optional bus tour of Alice Springs — other participants)

At the end of the week rural teachers are escorted to their schools. Attempts are made to ensure that each escort is familiar with the school and community. The first day at school for rural teachers (if it has more than one teacher), as well as for urban teachers, is devoted to a school-based orientation. The school-based orientation is intended as an introduction to the school. New teachers meet

OPERATIONS SOUTH ORIENTATION (Continued)

Tuesday, 23 January

830	Overview of School Support Services General overview of curriculum; Senior Education Officers introduced
930	Education in the South: "the Superintendent's Perspective" Roles, responsibilities, and expectations; Superintendent introduced
1100	NT Specific Information NT Liquor Act; Restricted areas and permits
1300	Head Teachers: "An administration session" (all other participants visit Education Centre)
1430	Personal Business Banking; Permits; Housing; and Purchasing;
1900	Orientation Dinner

Wednesday, 24 January

0830	Continuing Orientation: "Probation as an Integral Support Process"
0900	Satisfying Probation Criteria
1030	Evaluation of Division Orientation

colleagues, senior teachers, and curriculum specialists (if the school has any), and learn about school policies, community and school expectations for teachers, school culture, logistics, rules, and, in some cases, their assignment. Most urban teachers in secondary schools do not know the specific classes they will be teaching until the beginning of the school year. Bush teachers will usually receive briefings about the local language, Aboriginal customs, and community rules.

In recent years, only 50 percent of teachers new to the NT in any year have been hired in time to attend basic orientation. Missing basic orientation handicaps new teachers, particularly their ability to achieve confidence in dealing with issues of Aboriginal classroom management and student discipline. Several years ago,

Operations South offered a second basic orientation. This repeat session was eliminated because of budgetary constraints.

NEW TEACHER COMMENTS ON ORIENTATION

The orientation program has been extremely well organised, enabling new recruits to obtain a greater understanding of personal and professional expectations in the NT. A great way to meet new friends and fellow teachers as well as obtaining information about the education department. Getting to know people from Human Resources Management, student support and so on has and will be an essential part of our future development.... Thanks for a great few days.

I found the interaction with other staff to be invaluable, getting to know other recruits as well as my supervisor on a professional and social basis. The recruits need to be broken down into smaller groups; this would enable them to ask questions which relate to their own situation.

Coming from Victoria, my knowledge of Aboriginal culture was limited. This opened my eyes, and I feel more confident dealing with Aboriginal people.

Made me aware of some of the customs and social rules. Made me aware of the difficulties from the children's point of view.

Orientation recall. Four to six weeks after basic orientation, new teachers return to Alice Springs for additional orientation. (New teachers who missed basic orientation also participate.) For rural teachers, orientation recall is a three-day training program that covers curriculum issues, teaching materials, and practical solutions to everyday classroom situations. It is an opportunity for "bushies to strengthen ties among themselves and with central administration staff." Orientation recall provides bushes with a needed dose of support after the difficult first extended period living in an Aboriginal community and teaching at an Aboriginal school. A key word stressed at orientation recall is "belonging."

Most of the new rural teachers report that classroom management is a major problem in the early months. However, basic orientation intentionally does not cover this topic in any depth. Central staff believe and teacher reports support that

new teachers need to experience the situation first, otherwise they are not ready for training.

Commenting on an orientation recall session on teaching appropriate learning behaviors, one teacher said it clearly: "Recall provided what I need to know. I learned the importance of reflection, and I have a much better sense why my children will not or cannot do some things. I will be concentrating on teaching these behaviors when I return to Yuendumu." Similarly, a recall session on appropriate learning behaviors provided new teachers with models of student behavior to help them realize the importance both of individual learning styles and of the cultural learning environment.

At rural orientation recall, emphasis is placed on new teachers learning from one another. In general, curriculum strategies "are learned by word of mouth." Trainers encourage new teachers to share ideas and experiences about what they have tried, what worked for them, what didn't, and what they are thinking about trying in the future. New teachers are encouraged to continue this reflective assessment and outreach after orientation recall. A "bush network" exists in the NT that links all remote schools by telephone and fax. Advice and support for teachers is available continually from a network of peers. "It was my lifeline the first few months," one said.

Throughout the three-day session, practicality is stressed over theory. The purpose is to share ideas, learn shortcuts, and develop a reservoir of teaching strategies and materials to draw on in the months ahead.

In contrast, the urban orientation recall is only one-half to one day. The program centers on learning more about the curriculum and curriculum materials.

School-Based Support. Support is intended as "an intensive, vital and planned professional and personal introduction for newly appointed staff to relevant aspects of their daily workplace. This part of induction continues throughout the year and is closely aligned with probation."

FIRST IMPRESSIONS—RIDING A ROLLER COASTER

We made good time that first Sunday driving northwest on the dirt road from Alice Springs. It took Ted, an ESL resource specialist, and me about 90 minutes to drive to my school at Gutabi. The ride was exciting, beautiful, and reassuring. While I was a bushy (the name rural teachers use) at a bush school, Alice Springs and Ted would not be far away.

The Australian outback was all I had imagined as a child growing up in Melbourne—vast, red, and intriguing. I had gotten a glimpse flying to Alice, where it looked vast, red, and empty—but most of my view was blocked by clouds. It is vast, and the red soil gives it a special look and feel. I liked what I saw.

While the first 90 minutes were reassuring, during the next week my emotions were on a continuous roller coaster ride. During orientation, Ted showed me pictures of Gutabi. I don't think anything would have prepared me—the pictures showed the school and my house, but I couldn't get a sense of Gutabi, a cattle station where the school was located.

On entering the house my normally optimistic nature faded quickly. The house was filthy. Spider cobwebs dangled in every corner. Looking out the kitchen window, I was struck for the first time that there wasn't much to Gutabi except my house and the school. I wanted to get back in the car with Ted and leave. Ted said, "Give it a week and if you still want to leave, I'll come pick you up." As upset as I was, it seemed a reasonable request.

Ted and I walked the 15 meters to the two-room school. Ted said the school might need a second teacher, but they wouldn't be sure until the middle of the term when they knew what enrollments would be. The school was better equipped than I expected. We had computers, a telephone, fax machine, VCR and tapes, and a library. The school also included an ablution block so the children could wash and brush their teeth. After about 30 minutes, Ted said that he had to go and would telephone me during the week to see how I was getting along.

Sunday afternoon, as I was trying to clean up the house (which was difficult since my gear hadn't arrived), a group of children congregated outside the fence surrounding the school compound. I went out and said, "Hello, I'm Miss Jackson, the new teacher. What are your names?" I was met by silence. I was disappointed but not surprised. At orientation, I was told not to be surprised at the lack of a verbal response. As the Aboriginal trainer described, "You need to sit back. Your culture is to barge in; the Aboriginal approach is to ease in. Be patient." I just "hung out." Some of the time the children talked to each other in their language, but most of the time they just sat in the dirt on one side of the fence as I tried to pretend I was cleaning up outside the house. After a while, one of the older-looking children told me that he wouldn't be coming to school tomorrow—there was going to be a funeral. He said it would be all right for me to come since I was the new teacher.

Urban schools and many rural schools provide a one-day school introduction. New teachers are provided with school and staff handbooks and in some cases, school action plans for school improvement. For most urban secondary teachers, it is on this day that they learn the specific classes that they will be teaching—beginning the next day. The content of school-based orientation is usually followed up throughout the year in meetings between school executives and new teachers, school-wide or

syndicate-wide (a staff grouping) planning meetings, and local training programs (e.g., an optional weekly language course).

In urban areas, teachers are not isolated. Schools are often organized to promote collaboration and collegiality. One finds open classroom designs in many primary schools in the NT, team teaching, and school-within-school secondary schools, where teachers have daily planning periods on the operation of "their school." This physical and organizational structure provides a great deal of daily interaction and support between new and experienced teachers.

Larger schools have senior teachers (a promotional track) who are expected as part of their duties to provide assistance to other teachers. These senior teachers interact continually with new teachers as they fulfill their own responsibilities as mentors, team teachers, informal advisors, department heads, and members of peer probation panels.

School-based support also exists for bush teachers. In schools with two or more teachers, it is not uncommon to find a senior teacher. In small schools, decision-making is collegial with both the new teacher and experienced teacher(s) deciding who does what, why, and how. Teachers provide peer cross-training. Teachers with strength in mathematics will support teachers strong in language, and vice versa. In some schools, Aboriginal teachers are used to provide training to non-Aboriginal teachers on classroom-management techniques; these individuals reverse roles in curriculum areas.

In addition to this programmed school-based support, new teachers regularly meet informally with other staff. Many of these contacts transcend professionalism and blossom into friendships.

The central office provides school-based support through a team of traveling resource specialists. Most schools are visited for several days at least once a term. Curriculum and ESL specialists coach the new teachers (gaining insights by observing lessons, reviewing lesson plans, looking at student work, and in "late into the night" talks), extending the emphasis on practicality introduced at the orientation recall.

SCHOOL SUPPORT: A HEADTEACHER'S PERSPECTIVE

As one headteacher described his duties: "I begin in-service as soon as they arrive. I need to explain community and acceptable interaction, how to interact with the children, and proper behavior and dress. Most recruits come from big cities and don't know anything about Aboriginal culture in the North, which is a bilingual situation. For Aborigines in the South, English is becoming their first language. Then it is my duty (spelled out in my duty statement) to explain the probation process—what their role is, my role, expectations and policies of the school, role of the assistant teacher, helping them with their programme, and identifying reasonable and applicable learning outcomes."

Peer Probation

The second component of the NT teacher induction program is called peer probation and is the formal process by which new teachers are determined to be suitable for continued employment. As such, it sounds like an assessment system. However, in operation the assessment aspects of peer probation are minimized and downplayed and the assisting, supportive elements highlighted. At most schools, school and central-office administrators do the minimum amount of assessing allowed by the policy. Even so, many new teachers, particularly immediately after presentations on peer probation at basic orientation, view it as threatening and intimidating. Reflecting back after a year, new teachers agree that peer probation is an additional form of support.

Consistent with this more assistance-focused orientation, although the official name for the program is probation assessment, peer probation is the name commonly used throughout the NT in discussions about the program. Probation applies to all new permanent positions with the NT Department of Education: teachers, specialists, administrators, and support staff.

According to the *Probation Assessment Handbook of Instructions and Guidelines*, "Probation is concerned with the professional competency of an employee and is a period prior to permanent appointment being confirmed when the probationer's standard of performance, in terms of the duties undertaken and conduct, is assessed to determine whether the office should have his/her appointment confirmed or terminated." The initial phase of peer probation is referred to as induction and includes requirements that each new teacher's supervisor provide an explanation of the probation process, a copy of the job profile, information on what is expected of a teacher, job specifications, selection of a probation panel, and explanation of rights and duties. These supervisory instructions to the new employee are usually

explained at an initial meeting, and a form is signed initiating the probation process.

During the next school year, the new teachers have a midterm assessment (after about 20 weeks) in which their skills are rated. Participants in the assessment vary for rural and urban teachers. For urban teachers, probation panels typically are chaired by the principal and include the department or section head, and a peer teacher selected by the new teacher. In larger rural schools, the head teacher and other staff are members of the probation panel. For the numerous small schools, central-office staff serve as probation panel members. In schools where interaction between the new teacher and probation panel is frequent, the assessment process is proforma, with brief meetings of ten minutes to complete documentation. In small rural schools, more lengthy observations and discussions are held.

Although the peer-assessment policy discusses the importance of support, the policy document lays out a very formal process requiring evaluative judgments, particularly at midterm. However, the picture that emerges in implementation is in marked contrast to the formality of the policy statement. Teacher assessment is not rigorous. Peer probation appears to operate as a support mechanism to ensure that new teachers meet standards. Central-office and school-level personnel spend considerable time throughout the year observing, modeling, critiquing, and advising new teachers. For many involved in peer probation, the rare occurrence of a new teacher not being recommended for appointment is as much their failure as the new teacher's.

Peer probation establishes the requirements, although in most cases the assessment component is administrative and most of the attention is on support. As one administrator said, when the peer probation process is a formal evaluation, "the nails are going in the coffin."

At the end of the probation period, supervisors submit a form stating whether the new teacher meets requirements and appointment should be confirmed, probation should be extended, or appointment should be terminated. Unlike the midterm assessment, no rating is completed. In the NT almost every new teacher is confirmed and few new teachers have problems satisfying the peer probation criteria.

Although the central office provides guidelines to help ensure that one panel is not tougher than another, members of the probation panels do not receive any special training, and no information is provided to guide the reviewers on what is

acceptable standard. Unless problems arise, panel members learn by doing and operate autonomously. Among the safeguards are the ability of new teachers to protest the operation of the panel and, in extreme cases, formally grieve and request due process hearings. The guidelines include suggestions about the supports that can be provided to new teachers to assist them in becoming good teachers.

Although probation assessment was designed for those in permanent positions, new contract[1] teachers are now eligible to participate in the program. The inclusion of contract teachers in probation assessment reflects the growing proportion of Australia's teachers employed on contract. As a result, all teachers new to the Territory, both inexperienced as well as teachers with a dozen years' experience, complete peer probation.

All teachers new to the Territory are supposed to participate in orientation—although the late arrival of many new teachers precludes their participation. They also must participate in peer probation. In addition, new Aboriginal teachers participate in a mentoring program specifically designed to ease their transition. This program takes place at the school.

Variation in Orientation and Peer Probation

There are at least three kinds of local variation in orientation and peer probation within the NT. In both Operations North and Operations South, there is a difference between those teachers who experience the first week's orientation and those who do not. In Operations North, new teachers who start later in the term are not exposed to cultural training, are less knowledgeable about the extensive support available from the central office (and the linking of names to faces that is stressed at orientation), and must try to enter networks forged among new teachers at orientation. As mentioned earlier, about 50 percent of rural teachers are hired in the NT after the beginning of the school year.

Operations South has a more fully developed orientation program than Operations North. With a larger proportion of its teachers in rural schools, Operations South operates an orientation recall for exposure to the NT curriculum, whereas Operations North (with a higher percentage of urban teachers) does not. Until recently, when the staff member responsible for orientation in Operations South transferred to Operations North, the basic orientation in Operations North was more focused on logistical and legal issues and less on cultural and personal

[1]Contract teachers are teachers hired for one-year or shorter non-permanent positions.

support issues than the orientation component in Operations South. Proposed basic orientation for Operations North in 1996 introduces sessions that are currently provided in Operations South.

EXCERPTS FROM PROBATION FORM B
(used during the midterm review)

Part 1

Complete and discuss with the probationer Probation Assessment Part 2A.
Using this information, complete the following summary statement of the Probationer's performance (circle appropriate number):

1. The Probationer is performing well and should satisfy requirements of Probation if current performance continues.
2. There are some aspects of the Probationer's performance that indicate the need for continued counseling.
3. There are major problem areas in the Probationer's performance that indicate the need for intensive counseling.
4. Not recommended for continued employment.

Part 2A
Summary of Probation's Performance:

1. **Preparation** (e.g., knowledge, consistency, quality) 1 2 3 4 5

2. **Teaching** (e.g., presentation, clarity, use of resources, variety, individual differences, student evaluation, questioning, supervision, effectiveness, classroom management/control) 1 2 3 4 5

3. **Professional Responsibilities** (e.g., administration, obligations, acceptance of feedback, rapport with parents and community, implementation of advice) 1 2 3 4 5

4. **Relationship with Students** (e.g., classroom atmosphere, concern for individuals, consistency) 1 2 3 4 5

5. **Relationship with Colleagues** (e.g., communications, tact and consideration, willingness to work as a team member, involvement in staff activities) 1 2 3 4 5

Description of Rating Scale

1. Performance consistently below an acceptable standard
2. Performance sometimes below an acceptable standard
3. Performance is at an acceptable standard
4. Performance is consistently above an acceptable standard
5. Performance indicates outstanding qualities

OBSERVATION OF A PROBATION PANEL IN A SMALL RURAL SCHOOL

We drove out to Turkana School, a ride of about two hours along a sealed dirt road from Alice Springs. Accompanying us was Stu, an ESL specialist, who served as one of two probation panel members for Allison, the head of a two-teacher school at Turkana. After arriving and a tour of the school, Allison and Stu sat down to begin the panel meeting; they allowed us to observe.

Stu asked Allison what she'd been doing since he last visited. Allison described how she and Nancy (the school's other teacher who arrived mid-term and also new) had decided to organize the school and divide teaching duties: with Allison taking the younger and less advanced children and Nancy, the older, more advanced children. "How many children come to school on a typical day?" Stu asked. Allison reported, "Recently 28 to 34 children have been showing up daily. However, in the last week enrollments are dropping." "Don't worry about that," Stu said, "it happens at all the schools when it gets near initiation time. The numbers also drop on Fridays when parents get their cheques."

As the discussion proceeded, Allison described her work with the community council to reorganize the school's hours to better serve the children. She reported that Nancy and she had organized barbecues, and student trips with Aboriginal parents as chaperons, and they are learning to be more patient to gain community support. They are now thinking of providing an organized sports program from 5:00 to 6:00, since many of the children wander back to school then.

"Have you had any problems?" Stu asked. "Any kids need extra help?" Allison thought things were going pretty well now and much improved from the first few weeks. As headteacher, Allison is responsible for school administration as well as teaching. She related to Stu that she was working with central-office staff to understand what grants the school could apply for, how, and when. As Nancy was not going to be there next year, Stu told Allison about the arrangements for next year. Allison had spoken to the next year's new teacher. She was glad that there would be two teachers from the start of the year. Stu related later that Allison was ill a lot during the first term. He thought it was from being overworked. Once Nancy arrived, Allison's health improved.

After about an hour, Stu and Allison went to look over the students' work and discuss what seemed to be working and areas that remained problematic. For example, Allison has never had ESL training and every one of the children is ESL. Allison commented that a workshop she went to at mid-year was very helpful with her ESL teaching, and it provided an opportunity to talk to central-office staff about administrative requirements.

During our visit, there was no formal observation, although Stu and we spent about 15 minutes watching from the back of the classroom before the meeting started. On earlier visits Stu had observed Allison's classroom.

Later, over tea in Allison's house, we asked Allison about the probation panel. She indicated that she thought it was a good practice. Although she never felt during the panel sessions and observations that she was getting anything but assistance and advice, she thought that "having the pressure in the back of your mind makes you want to do your best."

Finally, one sees variation in the school-level implementation of peer probation and school support. There is no moderation of peer probation standards or implementation. At some schools, new teachers select a peer teacher as required by the peer-assessment policy; however, in many of the schools visited, new teachers are not given a choice. In some schools, systematic observations take place; in others, no formal observations. Similarly, the degree of school-level support provided to the new teachers varies. School-level support appears to vary according to the focus and atmosphere established by the school principal. Where the principal is actively involved in overall school professional development activities, school-level support for new teachers is more central to the induction process; in schools where principals are more focused on administration, the degree of school-level support is less extensive.

Other Teacher Training

New teachers also participate in school-level and individual in-service programs during their first year of teaching. In addition to ESL training, many primary teachers receive additional in-services in teaching numeracy, a competency that is difficult for Aboriginal students to achieve because their languages generally do not have counting systems beyond the number five.

Perhaps the greatest support provided in the NT is the high degree of collegiality and professional respect that experienced teachers and administrators show to new teachers. The first year in the NT is not treated as an additional training year. It is viewed as the new teacher's first year in the profession. Conversations between new teachers and others are characterized by two-way learning, with the new teachers providing information and training as well as receiving it. This sense of mutual sharing pervades all interactions with new teachers and is stressed in orientation to central-office staff. For example, all central office staff, including administrative support staff, travel to rural schools to understand the conditions faced by the new teacher to whom they speak over the phone.

As often as not, support is of a personal nature. A central-office staff member or peer met at orientation and recall is there to help when a new teacher is feeling low and alone, having problems maintaining a long-distance relationship, or having a stressful relationship with a colleague at school. The creation of positive attitudes is reinforced throughout the support systems: As teachers noted, "It's good to know someone cares"; "I'm not the only one having these problems"; "I needed that encouragement; I'll make it until the end of the term."

Professional Support for Aboriginal Teachers

This component of the teacher induction program is technically not part of the NT teacher induction. In contrast to orientation and peer probation, the Professional Support for Aboriginal Teachers (PSAT) is a DEET-funded program designed to provide induction-like support for new and recent Aboriginal teachers. It is subject to funding renewal every two years as part of DEET's involvement in Aboriginal education.

PSAT is designed to support Aboriginal graduates of Batchelor College who have completed stage three. These teachers are qualified to teach only in Aboriginal schools. The program is an outgrowth of school and regional initiatives dating back to the 1970s. NT designed PSAT in consultation with Aborigines. The program served 63 teachers in 1995 (more than 50 percent of all Aboriginal teachers), with 12 mentors, and a program coordinator. The annual budget is about $US 1.0 million.

The program was initially designed for and provided to classroom executives (principals and headteachers). After several years the program expanded to include classroom teachers. The basic model is one-on-one mentoring for classroom executives, and a team of four teachers and a mentor for teachers (although because of rural isolation the teachers can also receive one-on-one mentoring). The goal is to create "mentoring schools" that involve all staff and where mentors are learners as well as models. Over a two-year period, new teachers are provided assistance in achieving the following: building confidence (to deal with students and the community); balancing family and work (most Aboriginal teachers are female and mothers); developing classroom-management skills (Aboriginal teachers, expected by the community to follow Aboriginal customs, cannot discipline or talk to students in the same way that non-Aboriginal teachers can); and preparing lesson plans (a weakness in their training and recognized as a problem for teachers whose second or third language is English). Over time, the mentor and teacher move on to more difficult individualized problems.

All mentors receive orientation and are reportedly evaluated annually. Some are former Batchelor College lecturers. The new teachers prefer these former lecturers, with whom they have developed relationships during training. Currently, all mentors continue to be non-Aborigines. A goal is to improve recruiting and increase the number of Aboriginal mentors.

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MY PERSONAL FEELINGS ABOUT PROFESSIONAL SUPPORT FOR ABORIGINAL TEACHERS: OBSERVATIONS OF A SECOND-YEAR ABORIGINAL TEACHER

In the beginning of last year, I found it difficult to follow and maybe thought it was hard work, writing up weekly activities, programming, and planning themes and faxing it to the regional office for my teacher mentor. I didn't feel like doing it. Soon this year, I finally got used to it and that it was important to follow curriculum documents, programming and planning weekly/daily activities.

This year, I have learnt a lot from my mentor teacher who showed and taught me things that can be done in many ways. I find it easy now and enjoy it every time my mentor teacher comes for her visit each month. With all the support and assistance from the headmaster and my mentor teacher, I feel I am confident and capable of doing things myself. I shared most of my planning and programming with the headmaster just to be sure I was keeping on the right track.

My relationship with my mentor teacher is very good. We both get on well together. We discuss and exchange ideas and think about appropriate ways of teaching students in class. We observe each other's teaching styles in my junior class.

In the future, I think that Aboriginal teachers who are experienced in educational issues should be taking over the roles as a mentor teacher to teach other Aboriginal teachers in their community schools....

Nancy Murray, Band 1 Teacher, Bulman School

Although mentors can serve on the Aboriginal teachers' peer probation panel, this is not always successful. Aboriginal teachers have difficulty, in contrast to non-Aboriginal new teachers, separating the "guidedog from the watchdog." In general, peer probation is difficult to implement, because of community pressure, in Aboriginal communities that are beginning to be led by Aboriginal principals and senior teachers. The new Aboriginal teachers as well as the Aboriginal principals are members of small, closely knit communities. The peer probation is not compatible with Aboriginal culture. Therefore, schools being run by Aborigines are not fully implementing peer probation. This lack of implementation will expand with the NT's emphasis on "Aboriginalization" unless the program is adapted to align it with Aboriginal priorities.

Development and Implementation of Teacher Induction Program

The teacher induction program operating in the NT began in 1973. Compared to most programs described in this report, it represents an exceptionally early and

continuing recognition of the need to support new teachers during their first year. In 1973, the NT eliminated its inspectorate and introduced peer assessment. At this time, rural teachers in the NT served an average of less than one year. While the number of teachers seeking transfers to urban schools remains high today, the average length of service has increased to over two years; the average teacher age has increased from about 27 in the 1970s to the early 40s today.

The teacher induction program is designed at the Territory and divisional levels and its implementation supervised at the regional level. Both divisions have human resource positions responsible for developing and implementing basic orientation. Orientation recall in Operations South is also designed by the human resources management staff. The orientation programs in both divisions are evaluated annually. All new teachers complete an evaluation on each session and the overall program at basic and orientation recalls. Central-office staff in both divisions participate in planning meetings to revise (Operations North) and refine (Operations South) basic orientation. In addition, Operations South surveys school principals regarding what they want covered at basic and orientation recall.

Peer probation is developed at the Territory level with input provided by a committee from the divisions. The teachers' union also collaborates in formulating and implementing peer probation policies and procedures.

The basic structure of both orientation and peer assessment have remained constant. Over the years, the basic orientation has increasingly focused on cultural awareness in Operations South. The desire and need to provide greater attention to cultural awareness is not always matched by an ability to provide such training. It has not been easy to provide orientation on Aboriginal culture. Currently, they have an Aboriginal consultant and her non-Aboriginal spouse (an Operations South School Support Services Officer) qualified and effectively providing cultural awareness training.

All presenters at the basic and orientation recall in Operations South are provided training on how to make effective presentations. The central office also has prepared an in-service handbook on dos and don'ts for effective training.

The cost of providing orientation in Operations South was US$18,000, not counting staff time. This comes to US$428 per participant. The major cost is participant accommodations for attending basic and orientation recall in Alice Springs. The second largest expenditure is for social events. No estimate has ever been attempted of the cost of staff time for orientation, peer probation, or support

services. Participation on the part of central-office staff, principals, senior teachers, and peer teachers are viewed as part of one's job. Only in the PSAT program are mentors paid for their services. For the mentors in PSAT, mentoring is their full-time job.

DEET initially funded orientation and recall. In recent years, the funds have come principally from the NT Department of Education, with small supplementation by the division (for orientation and recall) and schools (for in-services).

Future Program Directions

No major changes are planned in the orientation, except as noted above in Operations North. Operations South plans to increase the use of videotaping of orientation so that the many new teachers hired later in the school year can access the basic orientation. Based on evaluations from teachers, Operations South also plans to increase the time spent on cultural awareness. New teachers in both locations would like more time with experienced teachers and specialists. Orientation is planned prior to the start of school when other teachers remain on holiday.

The use of ratings for the midterm assessment is being reevaluated. Rural teachers, in particular, compare scores on the scales. In the review of the probation process and documentation, particularly for the mid-term assessment, Operations South stated a preference for a "Successful/Unsuccessful" classification. It also preferred continuation of the past practice that if a probationer was rated "Unsuccessful" and, depending on the reasons for such a classification, a program of additional support was implemented and probation often extended. Operations North wanted to retain the current format of a scale with five categories. The result of the review is that the rating scale will be retained.

There also is interest, on the part of some program developers and central-office staff to rename peer probation as peer support in order to convey, in a less threatening way, its fundamental nature. The fundamental support and development components of the process will be reinforced if the proposal to rename the process "peer support" rather than "peer probation" is accepted.

Other areas where new recruits would like more emphasis include how to use Aboriginal assistant teachers, more in-depth coverage of current basic orientation topics by expanding basic orientation to two weeks, more time spent working with other new teachers in small groups (the current program is too rushed), and

exposure to "real situations" through school visits. Training in how to make the best use of their Aboriginal assistant teachers would increase a new teacher's effectiveness. So far, there is no workshop on cross-cultural team work, and new teachers and their assistant teachers do not participate in joint in-service training. This also appears to be an area where there is limited school support. According to several new teachers, their inability to use Aboriginal assistants relates to "their own lack of confidence in their abilities and also concern not to offend." At the same time that new teachers are trying to figure out what to do, they are also expected to work with an assistant teacher. Teachers in bilingual programs must effectively use the Aboriginal assistant who speaks the local language. In schools implementing an English-as-a-second-language curriculum where the new teacher and Aboriginal assistant teachers do not have the pressure to bond, some relationships are ineffective even at the end of the school year.

Program Effectiveness

Neither Operations North nor Operations South has attempted to measure the effectiveness of their teacher induction programs. While both divisions survey new teachers after basic orientation, and in Operations South also after orientation recall, these surveys are narrowly targeted to the presentations and immediate perceptions of the new teachers regarding the particular orientation. Ideas for improvements are solicited, and central-office staff take these recommendations seriously and revise orientations to reflect new teacher input.

However, before requests were made during the preparation of this case study, data were not collected and analyzed to determine if retention has improved with the introduction of teacher induction. Unfortunately, data going back to the beginning of the program are not available. Therefore, the determination of success is based on several experienced informants' impressions and statistical data for the past five years.

In addition, a professor at Monash University (in Victoria) who has sent students to the NT for practicums for several years has proposed that the NT conduct a three-year longitudinal study of new teachers. This study would begin in 1996 or 1997.

Successes

There is a sense on the part of experienced central-office staff that the teacher induction programs have promoted more effective teaching and increased retention. While no data are available, those responsible for recruitment and retention believe that in the past five years, the proportion of new recruits remaining in their original

positions has increased. The percentage of teachers who are in the system after 5, 4, and 3 years also is increasing. The high percentage of teachers remaining in teaching but moving to another school is consistent with historical patterns for rural-based teachers throughout Australia.

Since some of the new recruits have children, it is to be expected that as their children become school-age (or secondary-school age) their parents will request transfers to urban schools where their children will attend schools with both non-Aboriginal and Aboriginal students.

Teachers share the feeling that the teacher induction program has increased their chances of staying in teaching at their NT school. "Many won't survive without it"; "helped to bridge the millennium gap"; "orientation gave me an immediate support group that was even more important than content"; "gave me confidence; I applied the healthy kid program shown at orientation to great success" are comments expressed by new teachers. New teachers who started after orientation sense that they have missed something extremely useful.

With few exceptions, new teachers feel that the peer probation program is useful and successful. Only in rare cases where the new teacher and senior teacher have either a personality clash or different philosophies of teaching was peer probation viewed negatively. In one case where the panel was reconfigured, "the swap was handled promptly and professionally," said the new teacher. "It showed that they were interested in me, not protecting the system." Everyone recognizes that mentoring/advising works best when the teacher selects the mentor. In urban and larger rural schools, teacher selection of informal mentors reinforces the formal teacher induction program. In smaller, rural schools everyone has to be able to get along.

School support was viewed as helping the new teachers come to terms with the "overwhelming nature of what needed to be done." Many new teachers found principals and senior teachers extremely useful in advising them on classroom management and behavior management. Advice was provided about dealing with runaways, how Aboriginal children learn, and cultural taboos to avoid.

As one principal noted, the NT teacher induction program "provides a good framework for taking people on a personal journey.... Everything helps, but initial social contact is critical."

Program developers also believe that the teacher induction program provides new teachers an appropriate introduction to the school system. Concrete information about norms, procedures, and ways to improve new teachers' knowledge, skill, and performance are systematically conveyed to most recruits early in the year. During the remaining year, new teachers are continually encouraged to reflect on the application of and transition from theory to practice and on preparation for assessment. The latter is supported primarily by providing informal feedback on performance.

In summary, new teachers, program developers, and program deliverers perceive that the NT does a good job of easing the transition from student of teaching to teacher of students.

Reasons for Program Effectiveness

Teacher induction in the NT is perceived as effective because it is a year-long, continual activity. After an intensive opening—one-week orientation, three-day recall after four to six weeks, peer probation, school support, and additional central office in-services and handholding—the new teacher is assisted through the most difficult times. While many of the new teachers live in rural, fairly remote communities, they are not forgotten. Consistent efforts are made to provide for both in-person and remote contact, via telephone and fax, with central-office staff and peers. At least five factors contribute to sustaining these efforts.

Culture of Peer Support

First, over the years the NT has developed and inculcated a culture of peer support. Sharing, two-way learning, and the extensive use of committees to develop and implement policies and activities, are examples of the normal way of working for all staff members in the NT. An individual who did not help out a colleague would be viewed negatively. Perhaps because of the size and remoteness of large sections of the NT, those in education are like an extended family, often socializing as well as working together.

Openness of People in Northern Territory to Newcomers

Second, people in the NT have at least one dominant shared value—they were once new to the Territory and know how difficult it is to be removed from your supporting family and friends when one first comes to the Territory. In addition, many senior officers in both Operations North and Operations South began their

careers as teachers in bush schools either in the NT or other states. The concerns voiced and problems encountered by new teachers reach staff with an empathetic ear and the ability to draw on similar real-life experiences.

Senior Management Support

Third, within the NT there is commitment to the teacher induction program from the top. The Secretary of Education (a former bush teacher) and other senior officers view recruiting and teacher induction as high priorities. When the Commonwealth funding was withdrawn in the late 1980s, the Territory immediately plugged the budgetary gap. Similar commitments are shown by senior teachers who view assisting new teachers as a professional responsibility. Often meeting in their off hours, senior teachers willingly gave their time and expertise to support new teachers. Calls to central-office staff, principals, headteachers, senior teachers, and peers on weekends and nights are not viewed as interruptions but opportunities to help the new teacher. "Knowing that someone cares and is there even if you don't need them," was how one new teacher defined the teacher induction program.

Linkage to Promotion

Fourth, it is a critical, unwritten requirement for teachers and senior administrative staff seeking promotion to demonstrate an ability to advise and support others in a collegial way. They can demonstrate this skill formally, by being a member of a peer probation panel, or informally as a new teacher-selected mentor. This requirement buttresses and extends the commitment and culture of peer support.

Utility of Teaching

Finally, the new teachers recruited to the Territory view teacher induction as just one of many professional development opportunities. They view teaching as a profession where one must always be a learner to remain effective. The teacher induction program reinforces this sense of professional development, and even peer assessment is by and large viewed as a positive professional development activity, not an evaluation.

Remaining and Emerging Issues

For all its perceived success, teacher induction continues to be reevaluated by program developers and staff.

An exceptionally large percentage of teachers in the NT do not begin teaching at the beginning of the school term. In many of the past 20 years, the applicant pool for teaching in bush schools has been insufficient. As teaching jobs in the rest of Australia decline (as least temporarily), the NT may be able to fill more jobs at the beginning of the school year. However, variations in enrollments, particularly in rural schools, are often not known until the school year begins. Also, resignations midterm and illness require continual hiring throughout the year. With the exception of one year (when two basic orientations were held) in Operations South, late starters do not receive basic orientation; and if they start after week six, they do not receive orientation recall until their second year (for rural teachers). Funds are not available for a basic orientation later in the year. The most problematic area for teachers missing basic orientation is the lack of training in cultural awareness.

The teacher induction program serves both rural and urban teachers. However, its philosophy and design are tilted towards assisting new rural teachers. Numerous urban teachers, while enjoying basic orientation, did not see much of the program as relevant to them. Rural schools tend to have homogeneous student populations; many urban schools have heterogenous student populations. While Aborigines are the largest minority group in urban schools, Darwin, in particular, also has a large Asian population. The implementation of peer probation also differs for rural and urban teachers. Many urban teachers were barely aware of the panel meetings. "We met twice for ten minutes," was a typical urban teacher's experience. Panels in urban areas may have a lower profile because the urban context allows for almost continuous informal observation and discussion -- and formal responses if deemed necessary by supervisors. In the bush, panels involve staff from other sites and may include senior officers for the Alice Springs and Barkly Education Offices. This may create a greater focus on the panel process for bush teachers. The different levels of attention paid to probation, by those involved in it, is a reflection of the significantly different personal and professional contexts in urban, rural, and remote areas.

Since the program is designed and implemented primarily at the division and regional level, other variations exist. Operations South provides considerably more support to its rural teachers than Operations North. While this gap appears to be

narrowing, it still exists. Also, variations exist among urban schools in the amount of school support. For example, not all new teachers had knowledge of or attended urban recall in Operations South. In most schools, they had regular meetings with senior teachers and other team members; in other schools, they received minimal school support.

New teachers in the NT report very infrequent contact with their preservice training institutions. This is not surprising given that most new teachers are relocating out of their native states. However, new teachers training at the Northern Territory University have similar experiences. Maintaining contact with recent graduates is not a faculty priority. The potential benefit of continuing contact with teacher-training institutions is not being tapped. NTU now is embarking on a new program philosophy that will increase the linkages between themselves and students. While this change may increase contact with new teachers at urban schools, it is uncertain whether new teachers in rural schools will see much additional contact with faculty members. Contact with new teachers in rural and remote areas is hampered by the lack of housing to accommodate visiting faculty. Also, students can choose where they do their practice teaching. Most NTU students have no intention of teaching in rural schools.

Another possible way of increasing contact between new teachers and faculty is for faculty members to participate in peer probation. However, currently, only employees of the NT Education Department can participate as members of peer probation panels.

In urban schools, the school-based component is often the responsibility of the senior teacher or another designated mentor. While most of these individuals are considered to be doing an effective job, areas for improvement exist. The need for additional training for mentors, especially in urban schools where continual monitoring by the central office does not occur, is recognized by program developers as an important unmet need.

The Territory is beginning to implement a performance-management system of appraisal for all employees. It is probable that teachers, along with all staff, will now be appraised annually for as long as they remain employed by the NT. The relationship between peer probation and appointment and the new performance-management system remains to be worked out.

Sustainability Built-in

The teacher induction program has withstood the test of time. Through reorganizations, changes in personnel and leadership, and shifts in budgeting responsibility, the teacher induction programs have continued unabated. As important as individuals are to the success of teacher induction, the system is not dependent on individuals (with one notable exception). Since there is so much mobility in the NT, teacher induction is designed around positions, not individuals. The NT has built into the roles and responsibilities of many people throughout the system the requirement to support new teachers during their first year in the Territory. Both divisions have a human resource specialist position to revise and oversee the annual implementation of orientation and school support. The Territory has a personnel position to ensure that peer probation functions. Senior teachers clearly recognize that mentoring and advising new teachers is an important responsibility assigned to them. Principals in smaller schools advise and relieve new teachers so that they can observe other classrooms.

Individuals also play an important role in the teacher induction program. An exemplary headteacher serves as both role model and trainer. A respected principal, who strongly supports school-based induction, creates a school climate in which the senior teachers can mentor effectively. With the mobility that exists in the NT, opportunities exist to spread both effective and ineffective models from school to school. The administration attempts to maximize the migration of effective models by explicitly considering the impact on teacher induction in their approval of staff transfers.

The sustained ability to support new teachers in the NT is based on the shared ethos to treat each new teacher as an individual and professional. Several respondents feared that the new performance appraisal system and demands for more quantitative-oriented information from human resource departments might drive the divisions to more standardized, non-individualized approaches, thereby negatively affecting the teacher induction program. Other respondents thought that the strong culture of support that exists in the NT is an effective counterbalance, for the time being.

Budgetary Constraints

Many of the costs for providing the teacher induction program are embedded in day-to-day operations. The costs explicitly counted, such as housing during basic orientation and orientation recall, and training consultants, are a fraction of the program costs. At the school level, many "program costs" do not add to the budgetary expenditures. Much of the meeting time of senior teachers, mentors, peer probation panels, and new teachers occurs during planning periods, after-school hours, lunchtime, nights, and weekends. Although the NT, as well as the rest of Australia, is undergoing a period of contract disputes and strikes among teachers, those involved in the teacher induction program view these more as professional responsibilities than job duties. Even in a time of "work to rules," these activities continue.

Quality of Rural Schools and Housing

Although many schools in the NT are remote and culturally isolated, the physical facilities and equipment are usually of very high quality. Rural schools are not resource poor. Computers (in at least one case with a 1:4 ratio), modems, faxes, printers, audiology equipment, VCRs, a library, dark rooms, telephones, curriculum materials, and so on are common. Teachers are provided with housing with either discounted or free rent. All houses have television. The NT wants the quality of the teaching environment and teacher housing to be a positive aspect of the bush teacher's job. Most urban teachers have the ability to go to restaurants, the movies, and grocery stores whenever they want. But they also must pay city prices for housing, operating a car, and so on. Rural teachers may splurge on their visit to town but many also are able to save a considerable part of their salaries, often toward a down payment on a house. Therefore, all teachers in the NT are faced with tradeoffs and personal lifestyle choices. Without the provision of well-equipped schools and inexpensive to free living accommodations, the ability to retain rural teachers would probably decline.

Aboriginalization

The objective of the Australian government is Aboriginalization: Aboriginal-managed and -staffed schools. Aboriginal teachers are at a disadvantage in terms of basic qualifications, curriculum knowledge, and the ability to prepare lesson plans. According to an Aboriginal teacher educator, "The gap for Aboriginal teachers to cover is very wide. The contact history (between Aborigines and non-

Aborigines) is very short and much of that, until the 1980s, was negative, paternalistic, and exploitive."

Aboriginalization could present several challenges to the existing teacher induction program. As discussed earlier, Aboriginal-led schools do not fully implement peer probation for Aboriginal teachers. As more Aboriginal teachers enter the system (Batchelors College graduates 25 teachers a year), an increasing number of teachers in rural schools will not have been assessed. Since these teachers have community support, ways must be found to ensure that minimum standards are met. The current policies and procedures of peer probation are not compatible with Aboriginalization. Several staff in Operations South suggested renaming and orienting the policy from peer probation to peer support to better reflect the program aims and how the program operates. Although staff were not specifically addressing the issue of Aboriginalization, this change may permit greater application to Aboriginal teachers in Aboriginal-led schools.

Another aspect of Aboriginalization that could impact sustainability is the replacement of non-Aboriginal teachers with Aboriginal teachers. Currently, non-Aboriginal teachers (new and experienced) provide school-level induction support to new Aboriginal teachers. In the years ahead, if Aboriginalization continues to its logical end, few non-Aboriginal teachers will be in these schools. Without other forms of support, such as depending more on school-level personnel, curriculum and teaching could suffer.

At the same time that the government is promoting Aboriginalization of community schools, they are shifting funding away from Aboriginal primary education. For example, next year Batchelor College no longer will provide additional tutoring (8 hours a week per student) to Aborigines enrolled in the primary education program. Instead, DEET will fund Batchelor College students enrolled in adult and vocational education training programs.

Cultural Awareness

Staff in Operations South believe that several factors have contributed to increased retention of teachers. First, in the past several years recruiting has been decentralized and made a divisional responsibility. Recruiters now try to portray a more realistic picture of what new teachers can expect in rural and remote communities. The objective is to use the recruitment process to "weed out" those least likely to adapt to living in an Aboriginal community. Second, the quality of the cultural-awareness training has improved. Although always committed to

providing cultural-awareness training and support, the central office staff responsible for orientation has often had difficulty obtaining the services of Aborigines who can relate to both cultures and understand the problems that NT's new teachers face. Today, they have two exceptionally competent trainers.

Professional Support for Aboriginal Teachers

PSAT's success is currently highly dependent on a dynamic program coordinator. Continued success will depend on building a better program infrastructure, a better understanding of the program in general, and a better understanding of the rationale for such a labor-intensive instructional approach. Unlike orientation, peer probation, and school support, PSAT is a categorical, federally funded program, not a local program. Although it operates independently of the teacher induction program, it directly impacts all new Aboriginal teachers (by providing a supplemental teacher induction program) as well as indirectly affecting other new teachers through their continual interaction with Aboriginal teachers. The PSAT does not have the long history of Territory support and commitment. In addition, it will be difficult for the Territory to replace US$1 million in federal funds if DEET refocuses its Aboriginal program to address other Aboriginal issues.

National Support

Teacher induction is not a federal priority, although current rhetoric may translate into programs in the future. DEET is concerned about professionalizing the teacher profession and improving teacher morale, but it has done little specifically on induction. DEET expects to pay more attention to teacher induction in the future.[2] A report was prepared in 1992 on the subject, and the Australian Teachers' Council received DEET support to develop voluntary, locally administered registration systems. Draft materials show a process similar to the NT's peer-probation system, except teachers would choose both a peer mentor and a peer evaluator. The NT government does not participate in or recognize the Australian Teachers' Council (ATC). (However, there are NT teachers elected to the ATC's Council.) Education is a state and Territory function, and DEET has not been actively involved in teacher induction.

[2] Since the site work was completed, Australia held a national election. As a result of the election, a Conservative government has replaced Labour.

CREATING AN ABORIGINAL-LED SCHOOL

Yirrkala community has a long-term plan for the school to be Aboriginalized, which means that most of the staff will be Aborigines. We are not sure that we want all the staff to be Aborigines for there may be some balanda [non-Aboriginal] staff who are able to contribute in full measure to the development of the school and the community. The Aboriginalization process really means that the decision-making in the school rests with us, the local people, and now that there are quite a number of trained and qualified local people, the community is very pleased to support the ideas that these staff provide....

The process to date has not been without problems. We have found that some non-Aboriginal staff have not been supportive of the training and Aboriginalization programs. We know that these people are worried that the process may mean that they could lose their position, but we cannot let this stop us from seeking the best possible training programs. However, as I have already said, there are some balanda staff who are very supportive and who have assisted me greatly in this development.

I have found that there are ...real conflicts between being an Aboriginal employee of the Department of Education, and being an Aboriginal member of my own community. Some examples...

The clock rules life in the balanda way, but does this mean that better things happen at school? [Aboriginal teachers and students are often late.] We have to ask ourselves whether school is starting at the right time, and providing programs that will attract and keep the students.

Cultural activities are the key to our existence and we have to ensure that they are accorded their rightful place. [All schools currently use the same curriculum in the NT.] For this to happen, we need to help parents understand the importance of school [truancy is high], and how it is organised to help the children.

Nalwarri Ngurruwutthun, Principal-in-Training, Excerpts from Address for Conference of Aboriginal Educators

Adaptability

Professor Jordan Irvine, an education professor at Emory University in Atlanta, Georgia, was recently quoted on the subject of teaching minority children in central cities in the United States: "I am convinced that there are large numbers of teachers who drop out of teaching after three years, not because they are incapable of teaching these children, but because they never had the training or support in order to do it." Like the NT, many APEC members and others are faced with situations in which the backgrounds and culture of a majority of its teaching force differ from the linguistic, cultural, social, and economic background of its student body and the community in which the school is located. While the scale of the situation faced in the NT is smaller than that faced in APEC economies, its approach

maybe a useful model for dealing with isolated communities (such as that faced in APEC members who support small schools across large archipelagos).

Key to the adaptability of the NT's teacher induction program are jurisdiction and school *culture of support*. It is neither a one-shot exposure, which is a common form of orientation, nor focused on support being provided by a single mentor. This support culture exists within a fairly small and flat administrative structure. This flat structure reinforces all staff working together as colleagues and peers. The two divisions are small enough and deal with a reasonable number of new recruits so that everyone knows the new recruit personally—one is always dealing with individuals, and components can be and are adapted to personalities.

Reinforcing the culture of support is the principle, as one headteacher put it, that *"good human management is communication."* In the NT, this communication is two directional. Teachers are not passive regarding their induction, nor are they expected to be. Teachers do not expect to be told what to do. At the same time, other staff are always are accessible and approachable.

The teacher induction program requires *teachers to self-assess and seek out support*. It also requires administrators to tailor components to the situations and needs of individual new teachers. In cases where communications between the new teacher and key support personnel break down, the NT teacher induction program falters unless communications are reestablished (such as by counseling participants, transferring personnel, quickly replacing an individual on a peer probation panel, or protecting a teacher from inappropriate demands from a headteacher or principal). The effectiveness in implementing the NT program depends on the willingness and ability of participants to communicate. This means that personnel must feel "safe" in asking for assistance and bringing problems to the attention of supervisory and administrative staff.

The requirement that teachers with experience teaching elsewhere yet new to the NT participate in all teacher induction components substantially increases the number of teachers receiving services. In the NT, this requirement appears justifiable. In interviews, with few exceptions, one could not distinguish the inexperienced from the experienced new NT teacher. In many teacher induction programs, only inexperienced teachers are included; or if experienced teachers are included, they participate in a greatly reduced support program. Combining inexperienced and experienced new teachers in the NT creates an additional support mechanism, particularly in the area of preparing lesson plans and organizing daily schedules.

This form of support requires a great deal of *personal commitment* on the part of all staff. Staff must be willing to provide support as needed. The holistic nature of teacher induction in the NT is time consuming. Frequently, school support and peer probation occur after school hours. In the NT, most teachers do not have long commutes from their schools; many are either single or, if coupled, without children, and in remote areas, they have few diversions. Providing this level of support in places outside of Australia's Northern Territory, where diversions and competing demands on individuals' time may be greater, may be difficult.

Most APEC members have an orientation component in their teacher induction program. Few are as extensive as the basic orientation and orientation recall found in the Northern Territory. Implementing an NT-type orientation would probably not require many adjustments, since the principles and goals behind orientation programs tend to be similar. However, adjustments would probably be required in implementing peer probation and school support in APEC members where the central authority provides greater direction and schools are expected to implement a uniform teacher induction program.

Other adaptations may be necessary to accommodate differences in communication modes between teachers and administrators. Most teachers in the NT are not reticent to assert a position. Teachers in other APEC members may be more reactive and expect to be told what to do.

Adaptation also may be necessary in APEC members that have a long tradition of assessment of new teachers as the basic strategy of teacher induction. Just as the Aboriginal teachers, coming from a different culture than that which develops and promotes the NT teacher induction program, have difficulty viewing the peer probation panel as both guidedog and watchdog, changing from an assessment to a fully supportive approach may be difficult in situations where assessment and certification requirements are more rigorous.

Orientation requires scheduling and paying new teachers for one additional week, prior to the school term. In addition, rural recall removes new teachers from the classroom for an additional week (three days of recall and two days of travel), requiring substitutes (if possible) or other teachers to cover enlarged classes. With the exception of central-office program development specialists and resource specialists, few additional resources are earmarked for induction. As noted previously, personnel consider providing induction support as either a part of their job descriptions or professional responsibility. In both cases, time allocated often falls outside "normal work hours." One cannot easily separate the willingness of so

many to "donate" time from the commitment to maintain the culture of support that pervades Operations South, in particular, and the NT more generally. Illustrative of this deep-seated willingness to participate: During the time that the site work was undertaken for this case study, NT teachers were involved in a long-standing labor dispute that involved working to rules. Under such a policy, teachers would not participate in preschool or after-school activities not specified in their contract. Yet even teachers who mentioned during their interview the labor dispute, continued to participate fully in the teacher induction program.

DO YOU FEEL THE TEACHER INDUCTION PROGRAM HAS HAD A POSITIVE IMPACT?

"It was most successful at providing support; least useful at providing critical assessment."

"The social aspects and friendships that I made were critical."

"I was ready to quit several times. Once I even packed up my stuff. An ESL specialist and another teacher convinced me to hang in until the year ended. I'm glad I did."

"Yes, but they don't pay enough attention to urban teachers."

"It gave me confidence. I was able to apply what I was shown at Basic and Recall, and it worked."

"Many wouldn't survive without it. I taught twelve years in a rural area of Victoria, and I benefited from the support."

"Orientation gave me an immediate support group. This was more important than the content. The information on Aboriginal family relationships has proved invaluable. I would have been lost without it."

"We've never had such a welcome."

Conclusion

Faced with the need to support new teachers in rural and remote areas, where they will be confronted, on a daily basis, by the challenges of working and living with cultural differences, the NT provides a comprehensive set of support programs to assist these teachers, as well as new teachers in urban areas, during their first year of teaching in the Territory. The teacher induction program reflects the NT response to its geography and demography and their goals to successfully acculturating new teachers and increase teacher retention.

Building from a culture of support and strong personal commitment on the part of its leadership, the program focuses on making new teachers feel welcome and providing access to a wide circle of specialists, peers, and supervisors who can and want to support them. The program combines a basic orientation (whose focus, however, is more targeted to cultural awareness than typically found in other

orientation programs); an orientation recall (to build a peer network and provide curriculum training); an assist and assessment component (peer probation that is weighted heavily toward assistance); and a year-long school-based support system.

Teacher induction support in the Northern Territory begins before the new teacher arrives in Alice Springs or Darwin for basic orientation and occurs continually throughout the year. Throughout the year, Division staff are working to see that all new teachers receive support and nurturing.

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CHAPTER 4

"THE TRAINING YEAR": TEACHER INDUCTION IN JAPAN

David Nohara

In 1988, the Japanese National Ministry of Education, Science, Sports, and Culture (*Monbusho*) introduced a new program of teacher induction for newly appointed teachers—that is, those in their first assignments as full-time teachers—in national and public elementary schools, lower and upper secondary schools, and schools for the disabled. This program was mandated and financially authorized through a revision in Japanese education law. Phased in over four years beginning in 1989, the program requires all newly appointed teachers to participate. As a result, all new teachers now spend at least 90 days of their first year in activities directly linked to teacher induction. In addition to this high number of training days, another significant aspect of the first-year experience is the amount of support the new teachers receive, both formally and informally, from guidance teachers and other instructional staff members. Although in place for only a few years, the program is well received by teachers, school principals, and other educators and policy makers. They believe it accelerates and systematizes the acquisition of knowledge and skills that in previous years had to be gained on a much more informal, and sometimes haphazard, basis.

Education in Japan

Monbusho plays an active role in establishing the framework for education in Japan, through its involvement in areas such as curriculum, school management, and teacher certification and training. The National Education Law defines compulsory education as six years of elementary school and three years of lower secondary school. After completing compulsory education, approximately 95 percent of students enter upper secondary school. Most upper secondary schools offer a general curriculum, but, unlike elementary and lower secondary schools, are differentiated according to the academic goals and abilities of the students and, in some cases, academic or vocational specialization. About 32% of upper secondary graduates enter a four-year college or university, and another 13% enter two-year colleges.

While *Monbusho* has the authority to establish educational policy, the boards of education of the 47 prefectures (provincial level) and 12 specially designated cities are

responsible for implementing those policies at the local level. In contrast to the Northern Territory (Australia) and New Zealand, schools and classes are more similar throughout the country. As a result, students are likely to face very similar schedules, curricula, and textbooks; classes tend to be of the same size and structure; and teachers will have undergone very similar training and certification processes (although teaching certificates are awarded by prefectures and designated cities).

All schools in Japan can be divided into three groups according to the type of organization responsible for their administration: national, administered and supported solely by the national government; public, administered by prefectural boards of education and supported by both prefectural and local funds; and private, administered and supported by private foundations. The vast majority of schools are public, with the exception of kindergartens, which are predominantly private. Within prefectural boards of education, compulsory education and upper secondary schools are administered separately.

At school, it is common for a class to stay together with the same teacher or set of teachers for more than one year. Class sizes range from about 30 students in the elementary schools to 40 in lower secondary schools to 50 in upper secondary schools, although *Monbusho* is making reduction of class size a priority for the next several years. Within classes, students are often separated into groups that serve as the basis for many academic and non-academic activities. The emphasis on group activities forms a bond between students of the same class year, which can have relevance throughout their lives.

The Teaching Profession in Japan

Basic Data

In 1992, there were 935,000 teachers employed in over 40,000 national and public elementary, lower secondary, upper secondary, and special education schools. About 60 percent of all teachers in Japan are male, with females holding the majority of positions in elementary schools. The average age of teachers in Japan is roughly 40 years, and the average years of experience is approximately 15. Teachers at member-level schools are employees of the national government.

96 "The training year"

Preservice Training and Certification

Teachers may receive their preservice training at any university or junior college with a teacher training course approved by *Monbusho*. Approximately 75 percent of all junior colleges, universities, and graduate schools have approved certification courses for teacher training. In addition to junior colleges and universities, there is one member-level teacher training university in each prefecture. *Monbusho* standards specify the number of credit hours required in subject specialty courses and pedagogy courses. Generally, more courses are required in pedagogy for those intending to teach the lower grade levels, whereas those intending to teach the upper grade levels are required to take most of their courses in their subject specialty.

In addition to academic course work, teacher education programs require a practicum. People wishing to become elementary school teachers spend at least four weeks in a teaching practice situation and those intending to become lower and upper secondary school teachers spend at least two weeks. The practicum is usually preceded and followed by a total of 15 - 30 hours (one credit) of related instruction. The national teacher training universities have model schools attached to them for the purpose of teacher training. In other cases, the institution makes special arrangements with the prospective teacher's alma mater or other cooperating school.

Teaching Conditions

People entering the teaching profession in Japan can expect to have a great deal of responsibility placed on them for the academic and social development of their students, especially their homeroom class. A Japanese teacher's sense of duty to his or her students extends beyond instruction and counseling in school to responsibility for students' behavior outside of school as well. Teachers encourage their students to become good citizens, support their moral development, and participate in disciplinary action when students misbehave. One commentator, who has published a narrative on his experiences teaching in a Japanese school, supports these observations. He describes two situations in which teachers were called upon to intervene in a student's life, outside the academic realm — once with a student caught drinking at home and another time with a student "playing hooky." According to this commentator, it is quite common for teachers to take on such responsibilities, and such teachers are lauded in Japan (Feiler, 1995).

Many teachers also have responsibility as supervisors of school clubs, such as sports teams or the school band. This responsibility is heaviest at the lower secondary school level, where almost all teachers are associated with a particular student club.

In addition to their responsibilities to their classes and clubs, teachers have many responsibilities as members of the school faculty. Most importantly, the teachers teaching the same grade level work together daily. Teachers' rooms in Japanese schools are designed to facilitate collaboration. Typically, all teachers sit together in one large room with their desks grouped by grade level. In most schools, the day begins with a meeting of all the staff where the day's schedule and major events are announced. Teachers then may have the opportunity to meet within their grade level groups for a few minutes and discuss particular concerns. Longer sessions are often scheduled at other times throughout the week to discuss the study plan for the next week and discuss any issues which have arisen in the classrooms. To accommodate these duties teachers in Japan have fewer contact hours per week (15) than teachers in many Western countries, such as the United States (20-25) (White, 1994).

In contrast to teachers in many Western countries, teachers in Japan are not isolated from one another. A teacher's day is more balanced between teaching students and working with other adults to improve their teaching and the school's program.

Teachers also collaborate with the group of teachers teaching the same academic subject. They too will sometimes hold planning and discussion sessions, and may have responsibility for coordinating certain events, such as a model demonstration class that will be observed by other teachers or supervisors from outside the school. Most schools also have several faculty committees, such as student guidance, research, and school events.

Teachers in Japan, like those in the other APEC members studied, spend long hours at the school building or home to accomplish their job. It is not unusual for lower secondary school teachers to be at the school building between 60 and 70 hours per week. For instance, one writer describes an average teacher's day beginning at 7:30 a.m. and lasting until at least six in the evening, not including Saturday classes and house visits (White, 1994). (This is comparable to hours spent by many teachers in the Northern Territory, Australia and New Zealand). Often it is the younger teachers who put in the longest hours.

Traditionally, with these responsibilities comes a relatively high degree of respect in the eyes of the community. One indication of teachers' rank in society is that their level

of remuneration is generally equivalent to or slightly higher than other public employees with similar academic backgrounds. Public school teachers' salaries are established and paid by the prefectural or local boards of education, based on national standards, with allowances made for number of dependents, housing, transportation, assignments to outlying areas, and administrative positions (MESCC, *Graphic*, 1994).

Japanese teachers are well-respected when compared to teachers in other societies. Teachers interviewed feel that, while respect is high compared to teachers in other societies, there has been a decline in the respect accorded teachers over the past several years. Traditionally, one reason teachers in Japan were well-respected was that they possessed a high level of education in comparison with other people in the community. According to the teachers and administrators interviewed, as education levels of the general public have increased over the past several decades, this distinction no longer exists. Additionally, some noted that, in general, the Japanese people are becoming more likely to question traditional figures of authority.

In recent years, the media have focused on the problems associated with Japanese school life, such as high levels of stress among both teachers and students, increased rates of violence in the schools, and most recently, the problem of groups of students or entire classes singling out a particular student for harassment and bullying. Although these incidents may not be as widespread as media suggest, certainly there is increased public concern about the school environment. One teacher stated that the most common reaction when people hear he is a teacher is not, "Oh, that's impressive," but rather, "Oh, that must be very difficult." Similar sentiments were equally common in the Northern Territory, Australia and New Zealand.

The Teacher Induction Program

Problems Specific to Newly Appointed Teachers

Japanese schools, especially elementary and lower secondary schools, are very active and busy places. Compared to many Western schools, teachers in Japan face larger class sizes and weighty academic, guidance, and administrative responsibilities. For people new to the profession, the transition period can be overwhelming. Because the university teacher-training programs are theory-based and the period of student teaching is very brief, newly appointed teachers have very little experience dealing with children, let alone trying to lead them to higher levels of knowledge and maturity. Dealing with large numbers of parents, who are usually considerably older and may be from different backgrounds than the teacher, is another area where newly appointed

teachers may have absolutely no experience. Similarly, many of the administrative duties are ones for which the new teachers have had no preparation.

Traditionally, newly employed teachers have been helped to adapt to their new situations by the informal support of the other teachers in the school. This climate of support can be found in almost any type of organization in Japanese society, where it is the responsibility of the senior members of a group to ensure that the junior members adapt successfully.

What Were Some of the Challenges and Surprises of Your First Year of Teaching?

"Being fresh out of college, there was a lot I didn't understand about the world of work. The preparation I received in college was very focused of the theory of teaching and subject specific matters. The things that surprised me most and gave me the most difficulty were the large amount of non-instructional matters, such as administrative work and the challenge of dealing with students."

Junior High School Teacher (2nd year)

"When I began teaching, there were many things I had no idea about how to do, little things such as how to write on the blackboard, but also larger, less definite things such as dealing with children, and how to deal with parents. I was also not prepared for the large amount of non-instructional responsibilities."

Elementary School Teacher (3rd year)

"This first year has been very difficult. I am much busier than I had expected to be. It is entirely different from my student teaching experience. Every day brings a new surprise."

Elementary School Teacher (1st year)

"I have really come to feel the weight of my responsibilities and the importance of my own behavior and words. At the same time I have come to understand many of the joys of being a teacher."

High School Teacher (1st year)

"Before I began teaching, I had not realized the extent to which teachers would be responsible for so many different areas aside from their subject specialty, such as international understanding, environmental education, media (information sciences) education — these expectations coming not so much from the students' parents or community, but from society as a whole."

Junior High School Teacher (2nd Year)

In more recent years, boards of education of prefectures and designated cities developed special training sessions to help newly employed teachers adapt to their new lifestyles, but they were conducted on a much smaller scale than the current teacher

induction program. With partial financial support from *Monbusho*, Boards of Education conducted ten-day training sessions for newly appointed teachers. These then days were usually spread over the course of the teachers' first year and had a prominent focus on observing other teachers' lessons. In addition to differences in content and the number of days of training, one major difference between these training programs and the Teacher Induction Program introduced in 1988 is that the ten-day training programs were not mandated by national law, and their implementation was not as closely monitored.

Establishment of Induction Training

The call for nationally supported, intensive training for newly appointed teachers began in the 1970s. In 1972, the Minister of Education's Standing Subcommittee on Teacher Training recommended examining the need for a formalized system of teacher induction. This call was repeated in the 1978 annual report of the Minister's Central Education Council, the supervisory body to the Standing Subcommittee.

The basic principles of the present system of teacher induction, including the goals and methods, were proposed in 1986 in the Second Report of the Prime Minister's Ad Hoc Council on Education. The following year, the Minister of Education's Standing Subcommittee on Teacher Training issued a report entitled, *Measures to Improve the Abilities of Educational Personnel*. In addition to recommendations regarding teacher appointment and certification policies, the report outlined detailed recommendations for a system of teacher induction. Aspects of the program addressed included: general goals and content, length of training, out-of-school training, in-school training, the use of guidance teachers to mentor the newly appointed teachers, the provision of supplemental teachers, and the roles of various educational bodies. These recommendations were developed by a working group of school principals and university presidents.

In 1988, the National Law on Special Regulation for Educational Public Service Employees was revised to require that all newly employed teachers—those in their first assignments as full-time teachers—at national and other public elementary and secondary schools participate in a one-year training program during their first year of employment. Provisions of the law include the use of guidance teachers and relief teachers to ensure that schools have adequate staffing to compensate for the time devoted to the training of new teachers.

The teacher induction program was phased in over four years, starting in 1989 with all elementary schools. The program was implemented in all lower secondary schools in 1990, in all upper secondary schools in 1991, and in all schools for the disabled in 1992. For each level, in the year prior to implementation, work groups were convened and 30 prefectures selected to pilot model programs. Since initial implementation, *Monbusho* has retained, with minor modifications, its guidelines for the program.

Basic Program Features and Responsibility for Implementation

Member-level Guidelines. *Monbusho* guidelines outline the general features of the program, including content, methods of delivery, the roles of the various levels of administration, and the system of monitoring implementation.

Although teacher induction is a member-level program supported by law and guided by *Monbusho,* the program guidelines call for a degree of flexibility to allow program administrators at each successive level down to implement the program as is most appropriate for their own situation. Thus, as the program moves from the member to the school level, the aspects of program content and delivery become more detailed. Information flows upwards from the schools (using, for example, site visits and evaluation forms) to provide feedback and information on program implementation.

Following is a brief description of the basic features of the program. They will be discussed in greater detail in a later section.

I. Purpose — To improve newly appointed teachers' practical teaching abilities, deepen their sense of mission, and broaden their knowledge and understanding.

II. Method of Delivery

A. In-school Training — No less than 60 days, under the leadership of a designated guidance teacher (generally two days each week).

B. Out-of-School Training — No less than 30 days, under the direction of the prefectural Education Center (generally one day each week).

1 Residential Workshops — As part of the out-of-school training, a five-day, four-night residential workshop.

2. Training Cruises — For selected teachers, based on the recommendation of the board of education of the prefecture or designated city.

III. Content — Topics should include fundamental aspects of the education system and school life, classroom management, academic instruction training, moral education, special activities, and student guidance. See Exhibit 1 for *Monbusho*-suggested topics within each of those categories.

IV. Related Personnel

Guidance Teacher — Assigned to each newly appointed teacher and responsible for the school-based portion of teacher induction program.

Subject Specialist — Appointed to handle subject-specific training in cases where the academic subjects in which the first-year teacher and the guidance teacher hold licenses are different. (In lower and upper secondary schools.)

Principal of the School — Has ultimate responsibility for the in-school portion of the program. He or she shall ensure that the other teachers of the school cooperate with and assist the guidance teacher in the training of the first-year teacher.

V. Reduction of Duties and Supplemental Instructors — To facilitate participation in and responsibilities for training activities of the newly appointed teachers, guidance teachers, and subject specialists, the hours of instruction and administrative duties assigned to them may be reduced by the principal. To compensate for the reduced assignments of these teachers, the board of education of the prefecture or designated city should employ supplemental instructors. Related costs shall be split evenly between the prefecture and the national government.

Roles of the Prefectural Boards of Education. Based on the guidelines provided by *Monbusho*, the boards of education of the prefectures and designated cities are responsible for designing a one-year training plan appropriate for their conditions. This plan must include both in-school and out-of-school training. *Monbusho* requires that the board of education convene conferences of principals, other administrators, guidance teachers, and subject specialists to provide input into program design. In addition to the one-year training plan, the boards of education also will develop other materials, such as texts and guidebooks for the newly appointed teachers and their guidance teachers.

EXHIBIT 1

Example on Content of Teacher Induction Training, for the Upper Secondary School Teacher, Designed by Monbusho

Fundamental Knowledge	Homeroom Management	Academic Instruction	Special Activities	Student Guidance
FIRST TERM				
In-school: •The Purpose of School Education •Mental Preparation for Being a Teacher •Anti-discrimination Education •Lunch Period Duties •Promoting Health and Safety in Schools Out-of-school: •Current Condition of and Themes in Education (Part I) •Teachers' Duties and Responsibilities as Civil Servants •Anti-discrimination Education •The Importance of Moral Education •Teaching Moral Education (Part I)	In-school: •Developing Homeroom Management Plans •Developing Homeroom Organization Charts •Initial Administrative Duties •Developing a Parent Association •Establishing a Healthy Classroom Environment •Conducting Home Visits •Establishing Student Groups Within the Homeroom •Preparing Report Cards •First-Term Assessment of Homeroom Management Out-of-school: •The Importance of Homeroom Management	In-school: •Writing a Weekly Teaching Plan •Basic Instructional Techniques •Lesson Observation and Practice (Part I, II, & III) •Understanding Students During Lessons •Using Instructional Materials •Improving Lessons (Part I) •Writing and Correcting Tests Out-of-school: •Instructional Materials: Methods and Practice	In-school: •Overall Plan for Special Activities Out-of-school: •Education and Special Activities •Conducting Homeroom Special Activities (Part I) •The Importance of Guidance Counseling	In-school: •Developing Proper Attitudes for Learning •Techniques for Working With Groups •Group and Individual Guidance •Methods for Praising and Disciplining Students Out-of-school: •Understanding Students •Methods for Understanding Students' Situations •Relationships Between Students and Teachers
SUMMER RECESS (All activities out-of-school)				
•Experiential Training	**•Evaluation of Homeroom Management**	**•Application of Instructional Equipment •Lesson Analysis and Evaluation**	**•The Essence of Leading Special Activities •Practice in Leading Overnight Group Excursions**	**•Understanding and Dealing With Problem Behavior •Academic Counseling**

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EXHIBIT 1

Example on Content of Teacher Induction Training, for the Uppersecondary School Teacher, Designed by Monbusho (Continued)

Fundamental Knowledge	Homeroom Management	Academic Instruction	Special Activities	Student Guidance
SECOND TERM				
In-school: •In-school Organization •Creating a Learning Environment in School •Parent Teacher Organization Structure and Management Out-of-school: •The Cultivation of an Educator's Perspective •Current Conditions and Themes in Education (Part II) •Teaching Moral Education (Part II) •Understanding Students With Disabilities •Government Guidelines for Teaching and Curriculum Development •School System Organization and Management	In-school: •2nd-Term Homeroom Management Plan •Participating in Class Year Teachers' Team •Homeroom Correspondence •Meeting With Students' Guardians •2nd-Term Assessment of Homeroom Management Out-of-school: •Leading Homeroom Groups •Relationship Between Class Year Management and Homeroom Management	In-school: •Improving Lessons (Part II) •Lesson Observation and Practice (Part IV, V, VI, & VII) •Individualization of Teaching Guidelines •Forming Classes Based on Ability (Individual and Group Instruction) •Use of Instructional Equipment •Developing and Using Teaching Materials and Tools Out-of-school: •Essence of Instruction and Assessment	In-school: •Practice in Leading School Events •Practice in Advising Student Government Activities •Practice in Leading School Club Activities •Guidance Counseling Out-of-school: •Conducting Homeroom Special Activities (Part II) •Leading School Events	In-school: •Individualized Guidance •Case Studies of Problem Behavior •Academic Counseling •System of Student Guidance in Schools Out-of-school: •Student Guidance on a Regional Basis •Student Guidance: Meaning and Application •Individualized Guidance
THIRD TERM				
In-school: •Promoting Practical Research •Professional Development and Personal Growth •Presentations on First-year Experiences Out-of-school: •Connections With In-school Training	In-school: •3rd-Term Homeroom Management Plan •Year-end Administrative Duties •Assessment of Year 1 Management and Plan for Year 2	In-school: •Lesson Observation and Practice (Part VIII, IX, & X) •Research for Lesson Planning •Lesson Reflection and Assessment Out-of-school: •Developing One-Year Teaching Plans	In-school: •Special Activities Reflection and Assessment	In-school: •Student Guidance: Reflection and Assessment

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Beyond program design and implementation, it is also the role of prefectural and designated city boards of education, working through their regional education offices, where they exist, to assign newly appointed teachers to the schools. In the Japanese school system, a significant portion of teachers are shifted each year among the schools of a given region. Thus, any school can be the recipient of a new teacher. In making assignments, the regional education offices ensure that new teachers are distributed evenly among the area's schools so as not to drain the resources of any one particular school. In 1995, approximately half of all schools with newly appointed teachers were assigned only one, while slightly fewer than half had two.

EXHIBIT 2

Number of Participants in Teacher Induction Program and Program Costs, 1989-1995

	Elementary Schools	Lower Secondary Schools	Upper Secondary Schools	Schools for the blind, deaf, and otherwise disabled	Total Participants	Cost (In Millions of Yen)*
1989	13,103	—	—		13,103	20,477
1990	13,261	8,954			22,215	28,218
1991	13,220	9,327	5,126	—	27,573	29,607
1992	10,272	7,232	4,173	1,980	23,662	28,202
1993	8,965	6,066	3,975	1,671	20,677	28,436
1994	7,386	4,958	4,188	1,461	17,993	25,351
1995	6,431	5,112	3,943	1,358	16,844	22,619

* Figures are not adjusted for inflation.

Participation and Costs. As mentioned earlier, as the program was implemented at their particular type of school, all newly appointed teachers have been required to participate in the program. Although the number of participants in the program rose steadily as the program was extended to the different types of schools (see Exhibit 2), the number of new teachers has been decreasing steadily over the past several years, thus program participation has fallen. The lower number of new teachers receiving appointments is a result of a decline in the number of students.

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Japan's treasury supports one-half the cost of all activities related to the in-school and out-of-school training, including the salaries of the supplemental teachers and the costs of travel and materials associated with the out-of-school training. The training cruises are conducted by the member-level authority. Because the cost of the program is tied directly to the number of participants, the total cost of the program has been decreasing for the past two years. (See Exhibit 2.)

Monitoring and Reporting. Program implementation is closely monitored at all levels. Starting at the school, the principal submits to the board of education the one-year training plan at the beginning of the school year. At the end of the year, principals are required to submit a report on how the program was implemented, including any changes that were made to the original plan and the comments and reflections of the newly appointed teacher, the guidance teacher, and the principal.

For the out-of-school training in some prefectures, program administrators collect brief evaluations from participants after each training session. Additionally, they conduct larger surveys at the conclusion of the program, asking participants how useful they thought the training was and if they feel the program should be changed to improve its effectiveness. These comments are used in designing the following year's program.

The boards of education of the prefectures and designated cities collect training plans and monitoring reports and incorporate that information into the standardized report they forward to *Monbusho*. These reports also include data on the numbers of newly appointed teachers; the characteristics of the schools where they are placed; and the backgrounds of the guidance teachers, subject specialists, and supplemental teachers.

Program Components

In-school training. In-school training comprises the majority of training days for the program. Although building principals are responsible for in-school training, the most prominent faculty members in the lives of newly appointed teachers are guidance teachers and, where they exist, subject specialists.

Guidance teachers are selected by the board of education with direct oversight of the school (in some cases the prefectural or designated city board of education, in others a branch office of the prefectural board of education, and in others a local board of education) mostly based on the recommendation of the principal. They, as well as the subject specialists, are chosen from among the school's vice-principal, teaching staff, and part-time supplemental staff. Depending on the other teaching and administrative

responsibilities of the guidance teacher, that teacher may have almost a full class load and a homeroom, or may have few, if any, weekly hours of instruction. Any reduction in a guidance teacher's instructional hours are offset by supplemental teachers, as mentioned above.

There are no specific prerequisites for becoming a guidance teacher, such as years of service or a particular type of training, but principals tend to select teachers with many years of experience and demonstrated ability as a teacher, and those likely to develop good relationships with younger teachers.

Most prefectures convene a meeting to foster and improve the skills of the guidance teachers and their understanding of their training functions. This represents the formal training of guidance teachers. In addition, the guidance teachers receive guidebooks issued by the board of education. At the beginning of the school year, guidance teachers are required to prepare one-year training plans for the in-school portion of the induction program. This plan identifies the topics to be covered during each training session and the other school staff to be involved. They also must fill out training logs that report how the training was actually conducted and any particular comments on the training session.

> "One thing I have learned how to do is identify things that the new teachers can't notice themselves. For example, if I am observing one of their lessons, I'll look for students' reactions that the teacher may not notice because he is writing on the blackboard or speaking with only one student. I make notes of these things and bring them up later."
>
> Elementary School Guidance Teacher

The training itself usually takes the form of lesson observation, demonstration classes, and consultation. (See Exhibit 3.) In lesson observations, the guidance teacher or other teachers observe the lessons of the newly appointed teacher. In demonstration classes, the new teacher visits the lessons of the guidance teacher or other teachers. Both lessons are often preceded or followed by detailed discussions of lesson plans, instructional technique, and successes or failures. Generally the newly appointed teacher has two class periods per week devoted to demonstration lessons and two to observation lessons.

EXHIBIT 3

An Example of Weekly Schedule for Newly Appointed Teachers, Guidance Teachers and Subject Specialists

- Lower secondary school with 13 homeroom classes, 2 newly appointed teachers, 1 guidance teacher, and 1 subject specialist (Thursdays only).
- One teacher's subject specialty is the same as the guidance teacher's (Japanese); the other's is different (home economics).
- Shaded areas indicate training-related activities.

N1 = Newly appointed Japanese language teacher
N2 = Newly appointed Home Economics teacher
GT = Guidance teacher
SS = Subject specialist

Ob = GT or SS observation of N1 or N2 lesson
Dm = GT- or SS-taught demonstration class
1A, 2B, etc., refer to different homeroom classes (1st year, Section A; 2nd year, Section B; etc.)
Pl. = Lesson planning and preparation
M = Moral education

	Monday			Tuesday			Wednesday			Thursday				Friday			Saturday		
Period	N1	N2	GT	N1	N2	GT	N1	N2	GT	N1	N2	GT	SS	N1	N2	GT	N1	N2	GT
1		1A & 1B		OUT-OF-SCHOOL TRAINING (In weeks when out-of-school training is not held, N1 teaches classes indicated in GT column.)		1A (for N1)	Consultation: Various Topics			1D	Dm 3A & 3B	2B	Dm 3A & 3B	1D			1C	3C & 3D	2B
2	1C					1B (for N1)	2B GT Demonstration of Lesson			1A		Meeting		Dm 2A		Dm 2A	1A	3A & 3B	2A
3	1B	1C & 1D	2A				Ob 1D	3D	Ob 1D	1B	Ob 2C & 2D		Ob 2C & 2D	1B	3C & 3D		1B		
4	1A					2A	1C	Ob 3E		1C	2C & 2D		Pl.	Ob 1C		Ob 1C			
5						1D (for N1)	Consultation: Fundamental Knowledge				Consultation: Academic Instruction			Home-room	2A & 2B				
6	1D	3E	2B			1C (for N1)	M	3rd yr (elective)		Club	Club	Club	Pl.	Cons: Ac. Inst.		Cons: Ac. Inst.			

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The consultations, usually about two or three class periods a week, involve the guidance teacher, the newly appointed teacher or teachers, and other staff members as appropriate to the topic. The consultation topics are based on the board of education guidelines. In cases where a subject specialist exists, a newly appointed teacher may have many of their consultations with that teacher.

> "One instance where I think I was of particular assistance to a new teacher was with the home visits for a certain student. This teacher was a homeroom teacher and I was the assistant homeroom teacher. With one student, he had a very difficult time talking to him and his parents. Although in his induction training, he learned a lot of the theory of how to conduct home visits, he had little experience. On these visits I acted as his backup and I think this helped with his confidence. We were able to talk after the visits and I gave him some advice, which I think was helpful."
>
> Upper Secondary School Guidance Teacher

The work required of newly appointed teachers related to these training sessions varies. They typically keep a training journal where they enter their reflections on the session and areas they wish to focus on in the future. Often, in preparation for a visit from the guidance teacher, they prepare a detailed lesson plan. In cases where their lessons are visited by several teachers at once, the principal, or high-ranking administrators from outside the school building, the time they spend in preparation is even more substantial.

In addition to these formal opportunities for receiving advice from senior teachers, new teachers constantly receive advice, ideas, and teaching tips on an informal basis from members of the school's teaching staff. The sense of responsibility senior members feel for the training of new members is well-rooted in Japanese society, but in this case it is also an articulated feature of *Monbusho* and school policy.

Supplemental instructors are assigned to the school to compensate for the reduced teaching loads of the newly appointed teachers, guidance teachers, and subject specialists. Schools with one newly appointed teacher are assigned a supplemental instructor for three days a week, and schools with two newly appointed teachers have a full-time supplemental instructor. Sometimes these teachers have a direct connection to the new teachers, serving as substitutes on the days the newly-appointed teacher is away. In other cases, the supplemental teacher is simply another faculty member at the school.

Monbusho recommends that the majority of supplemental instructors be experienced teachers. In 1995, 56 percent of supplemental teachers had five years or more of teaching experience. In some cases, they are recently retired teachers. One reason for the use of experienced teachers in this role is to offset any worries parents might have resulting from their child's teacher not only being new, but also missing several periods of instruction with the class per week.

Not only is the principal allowed to reduce the hours of instruction and administrative responsibilities of new teachers, but they may give special consideration to newly appointed teachers in other ways. As a general rule, new teachers are assigned either as homeroom or assistant homeroom teachers, but the principals tend not to assign the new teacher to classes that may be more difficult or high-profile than others. For example, in elementary schools, while 96 percent of newly appointed teachers serve as the main homeroom teacher, they tend to be assigned to third-, fourth-, and fifth-grade classes, where the students do not present the challenges unique to the very young or to those preparing to enter lower secondary school.

Out-of School Training. The Education Centers in each of the prefectures or designated cities implement the out-of-school training plan developed by the board of education. Depending on the related organizational structure, training, excluding field trips and the residential training, may take place at the Education Center, or it may be split among various regional and local offices. For example, in Chiba City, one of 12 designated cities, because there are no intermediary administrative organizations between the board of education and the city's schools, all the training is coordinated by the same staff members of the Education Center. On the other hand, in Gunma prefecture, the 30 days of training are divided as follows: 18 days at the prefectural Education Center, 8 days at the regional education office, and 4 days at the local board of education. The cohort of new teachers is divided accordingly for the regional and local training sessions.

Formats for out-of-school training most often include lectures, discussion groups, and field trips. (See Exhibit 4.) The lectures focus on topics directly related to situations the teachers will encounter at school, such as teaching technique, preparing instructional materials, dealing with chronic truants, handling various administrative duties, and dealing with parents. Lectures are often followed up by discussion sessions, in which teachers relate the lecture to their own experiences and exchange ideas. Group activities are common, particularly for lower and upper secondary school teachers, who may be divided by specialty subject.

EXHIBIT 4

Chiba City Board of Education Out-of-School Training (Elementary School Teachers)

	Mo/ Date	Format	Topic	Presenters	Location
1	Apr. 1	Lecture	Opening Ceremony "Expectations for New Teachers"		City Board of Education
2	May 20	Lecture, Special Presentation	"Education in Chiba City: Fundamental Aims and Themes" "The Joy of Creating"	Director, Chiba City Education Center; Producer, Chiba City Youth Musical	Chiba City Education Center
3	May 27	Lecture, Hands-on Training	"An Educator's Mission and Duties" "The Present State of Computer Usage"	Elementary School Principal; Education Center Computer Specialists	Chiba City Education Center
4	June 16	Residential Training Workshop:Part 1			
5	June 17	Lectures, Hands-on Training, Discussions	"The Importance and Challenges of Classroom Management" "Leading Recreation" "Holding Campfires" "The Exchange of Information" "Improving One's Own Classroom Management" "Preparation for Being a Homeroom Teacher" "The Public Welfare System for Educational Employees"	Elementary School Principal; Members, Japanese Recreation Association; Education Center Trainers; Elementary School Teachers	Chiba City Youth Hostel
6	June 24	Lecture, Hands-on Training	"Teaching Swimming" "In-Pool Training" (Part 1)	Elementary School Principal; Junior High School Teacher	Chiba City Community Hall, Municipal Pool
7	July1	Workshop	"Basic Knowledge of First-Aid" "In-Pool Training" (Part 2)	First-Aid Specialist, Chiba City Fire Department; Elementary School Principal; Elementary and Junior High School Teachers	Chiba City Fire Department, Municipal Pool
8	July 25	Lecture, Discussion	Theme Research (Part 1): "Selecting a Topic"	University Professor; Elementary School Teachers	Education Center
9	July 26	Lecture, Workshop	"Moral Education: Meaning and Methods" "Basic Principles of Verbal Interaction"	Elementary School Teacher; Verbal Communication Specialist	Education Center
10	July 28	Lecture	"The Educational Value of School Events" "Museum Tour" "Preventing Accidents at School"	Elementary School Principal; Museum Staff; Section Chief, Chiba City Board of Education	Chiba Prefecture Central Museum
11	July 29	Lecture, Discussion	"Teaching Environmental Education" "Leading In-Class Groups"	Museum Staff; Elementary School Teacher	Chiba Prefecture Central Museum

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EXHIBIT 4 (Continued)

Chiba City Board of Education Out-of-School Training (Elementary School Teachers) (Continued)

	Mo/ Date	Format	Topic	Presenters	Location
12	Aug. 2	Lecture, Workshop	"The Importance of Audio-Visual Education" "Developing Materials for the Overhead Projector"	Elementary School Teachers	Education Center
13	Aug. 3	City Tour	"Tour of Chiba City's Educational and Cultural Facilities	Elementary School Principal; Facilities' Staff	Various Locations
14	Aug. 5	Lecture, Workshop	Theme Research (Part 2): "Developing a Research Plan" "Teaching Penmanship"	Elementary and Junior High School Teachers; Elementary School Principal	Education Center
15	Aug. 23-26	Residential Training (Part 2)			
		Observation, Lecture, Workshops, Discussions	"Nature in 'Chiba Town'" "Hiking" "Exchange of Information"	Botanist	'Chiba Town' Lodge and surrounding area
16		Lecture, Field Trip	"Hiking"	Mountaineering Trainer	
17		Hands-on Training, Lecture	"Cooking in the Outdoors" "Orienteering"	Staff of 'Chiba Town' Administrative Office	
18		Lecture, Tour	"Tour of Educational and Cultural Facilities Surrounding 'Chiba Town'"		
19	Sep. 16	Lecture	Educational Consultation (Part 1): "Basic Preparation for Consulting with Individual Students"	Education Center Trainer	Education Center
20	Sep. 30	Field Trip, Lecture	"The Current State of Education for the Mentally and Physically Challenged"	Principal and Teachers of the Chiba City School for the Disabled	Chiba City School for the Disabled
21	Oct. 14	Presentations, Discussion	Theme Research (Part 3): "Progress Reports on Theme Research"	Elementary School Staff	Education Center
22	Oct. 21	Field Trip, Lecture	Junior High School Observation "The Present State of Educating and Guiding Students" "Lesson Observations"	Junior High School Principal and Staff	Junior High School

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EXHIBIT 4 (Continued)

Chiba City Board of Education Out-of-School Training (Elementary School Teachers) (Continued)

	Mo/ Date	Format	Topic	Presenters	Location
23	Nov. 18	Lecture, Discussion	Educational Consultation (Part 2): "Educational Consultation Through Classroom Management"	Elementary School Teacher	Education Center
24	Nov. 25	Lecture, Lesson Observation	"Moral Education in Elementary Schools" "Observation of Moral Education Lesson"	Elementary School Principal, Vice Principal, and Staff	Elementary School
25	Dec. 2	Lesson Observation, Discussion	Theme Research (Part 4): "First-Year Teacher Demonstration Lesson"	Elementary School Principal; Program Participant	Elementary School
26	Jan. 20	Lecture, Discussion	"International Understanding Education in Chiba City"	Chiba City Board of Education International Education Consultant; Elementary and Junior High School Teachers	Education Center
27	Jan. 27	Presentations, Discussion	Theme Research (Part 5) Presentation of Results	Program Participants, University Professor	Education Center
28	Feb. 3	Field Trip	"Developing Skilled Individuals in Industry" Tour of the Facilities	Executive of Kawasaki Manufacturing, Chiba Iron Processing Plant	Kawasaki Manufacturing, Chiba Iron Processing Plant
29	Feb. 17	Lecture	"Human Rights Education in Chiba City" "Discrimination and the Basic Principles of Human Rights"	Educational Consultant, Chiba City Board of Education	Education Center
30	Mar. 3	Presentation	"Reflections on the Past Year of Training" "Following the Example of Senior Teachers" "Educators' Training and Personal Growth"	Program Participants, University Professor	Education Center

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Field trips recommended by *Monbusho* include visits to local factories, schools for the disabled, social welfare facilities, special demonstration classes conducted by senior teachers, and schools of a different grade level than the newly appointed teacher's school.

Monbusho also requires a five-day, four-night residential training workshop. In both sites visited for this study, this workshop was divided into two parts to better fit with teachers' schedules, but also to give teachers two opportunities to interact on such an intensive basis, once when they are new, but also once after they have had a chance to get to know one another.

The residential workshops, or parts of them, at least, are often conducted at a lodge in a wilderness area. Although some of the activities could be conducted in any setting, many activities take advantage of the natural setting, including hiking, tree and bird identification, and outdoor cooking. These are partially intended to be enriching experiences for the teachers, allowing them to develop bonds with their fellow trainees. However, since teachers are likely to lead their own students on similar activities during class trips, they also serve as training sessions on how to conduct outdoor activities.

Training Cruises. To expose selected new teachers to parts of the country they might not see otherwise and to teachers from regions and backgrounds they might not meet otherwise, *Monbusho* sponsors 10-day training sessions aboard cruise ships that visit various ports in Japan. In the summer of 1995, 2,426 teachers (of a total of 16,844 newly appointed teachers) were divided into six cruise groups. The funding for this program is borne completely by *Monbusho*.

Using one of the 1995 cruises as an example, the teachers departed and returned to Tokyo, visiting the ports of Nagasaki and Okinawa. While on board, they attended lectures and held group discussions about various school-related matters, and attended music and recreation workshops. While at the ports, they spent approximately a day-and-a-half at each, visiting places of cultural and historical significance, such as parks, museums, castles, and war memorials.

Change and Variation Since Implementation. Since the implementation of the program, *Monbusho* has made no significant changes in its program requirements and guidelines. At the prefectural level, some modifications have been made in response to feedback from participants and input from planning committees. For example, in both of the sites visited, there has been an increase in the number of activities that require teachers to be actively engaged, such as discussion groups. Chiba City introduced a five-part theme research project that requires each teacher to prepare and present his or her own research project. Also, as noted above, both have split the residential training from one session into two shorter sessions. The topics within each broad category have changed somewhat as well. With the recent media attention given to the problem of bullying among students, this topic has been featured more prominently in both in-school and out-of-school training programs. As another example, many prefectures have begun to introduce teachers to volunteer activities, so that they may in turn introduce this topic to their students. For the most part, however, most prefectures and designated cities adhere quite closely to the guidelines provided by *Monbusho*.

As far as in-school training, if there have been any significant trends in the way the guidance teachers conduct the training, they are not known. Anecdotally, guidance teachers who have served as guidance teachers in the past have, with experience, developed their own training styles and methods. For example, one guidance teacher interviewed assembled the materials he has used over the years into a manual. He keeps it in a three-ring binder not only so that he can easily access the materials, but so that he can modify them as he sees appropriate.

In-service Training After the Induction Program

After their first year, teachers participate in a variety of school-based in-service training activities, but most common are the activities surrounding demonstration classes, where a teacher develops a model lesson plan and presents that lesson to a class while other teachers and administrators observe. Often a discussion session follows where the teacher provides a more in-depth discussion of the lesson, including

preparation, rationale for using certain techniques or materials, and special considerations for specific students.

Outside the school building, there are other opportunities for professional development. All prefectures and designated cities have Education Centers whose purpose is to develop materials and sponsor training for school teachers. Intensive training sessions have been held for teachers who have completed their 5th, 10th, and 20th year of service. *Monbusho* has provided financial support for the 5th-year training since 1977, and for the 10th- and 20th-year training since 1993.

Impact

Overall, the teacher induction program is viewed favorably by participants and other related teachers and administrators. Based on surveys and anecdotal evidence, most involved feel the program is a highly valuable introduction to the issues related to life as a teacher. It is generally regarded as having deepened the teachers' sense of their mission, provided them with valuable tools for handling future challenges, and created a heightened sensitivity to areas in which they need further improvement and which they may wish to explore on a deeper level in the future. However, similar to findings in the other case studies, there have been no formal summative evaluations of the program's success, such as assessing whether students taught by teachers who received the induction training perform better than those taught by teachers who did not receive the training.

Introducing Change

When proposed, the new teacher induction program was supported by large segments of the educational community. Over time, most of those who originally expressed reservations and concerns about the program have become program supporters.

The only groups initially opposed to the new teacher induction program were the political parties of the far left and the teachers' union. At the time of program implementation relations between the teachers' union and *Monbusho,* were not as good as they are today. Specific concerns of the teachers' union included the belief that professional development is the responsibility of the individual teacher, the school, and the local district. It was felt that a national training curriculum was inappropriate since it was more important for teachers to develop a sensitivity to their own situations.

The teachers' union, faced with declining membership, was also concerned about the influence that *Monbusho* had over new teachers. It feared at the time that by requiring

all new teachers to participate in an intensive training program of its design, *Monbusho* would effectively sway new teachers away from the union and its positions on various issues.

Since that time, the teachers' union has split into two new unions. The one that retained the majority of the membership has, over the past several years, taken a more conciliatory stance toward *Monbusho* and is no longer opposed to the Teacher Induction Program. The other union is still officially opposed to the program.

Reactions of the Newly Appointed Teachers

Teachers interviewed for this report all reported that when they first started the program, the number of days of training and intensity of the activities seemed excessive. When they finished the program, however, many of them were left wishing that they could continue, still having so many questions. While the in-school experience depended to a large degree on the personal relationship they were able to build with their guidance teacher, the climate of support among the entire faculty is frequently noted as one of the major benefits of the program. In the out-of-school portion, they welcomed the opportunity to meet regularly with those in the same or similar situations, since at their own schools, there were usually no more than two newly appointed teachers. Realizing that many of the problems they were facing were common to all teachers in their first year provided them with a sense of relief. They were also able to exchange ideas for handling common problems and to hear from other teachers of situations that they had not yet encountered, but would most probably in the future.

"Last year, as a first-year teacher, I was an assistant homeroom teacher. However, in May (the second month of the school year), the head homeroom teacher became injured and had to spend about a month in the hospital. I had to assume the duties of the regular homeroom teacher even though I had very little experience. These duties included maintaining contact with the students' parents. There was one student in particular where this was difficult because the student was chronically absent. I received a lot of useful advice from other teachers regarding how to deal with this students' parents. Although I can't say the student came to school regularly after I spoke with the parents, the situation would have been a lot worse without the help of the other teachers. In this and many other instances, they all pitched in to help me."

Upper Secondary School Teacher (2nd year)

Compared with their university training, teachers cite the induction program as being much more practical and directly applicable to school situations. For example, in Chiba City, one activity for elementary and lower secondary school teachers is a five-part theme research project in which they design a lesson plan targeted toward a specific goal such as "How To Increase Student Motivation Through the Use of Materials," or "How To Ensure That All Students Are Actively Engaged in Learning."

Because these projects are geared toward developing lesson plans, the "research" often involves trying out different techniques in their own lessons. One participant stated that this project was so closely related to class activities that it was difficult to distinguish the work done for the teacher training and the work done for her own lessons.

Based on 1995 survey results, 97 percent of participants felt the training cruises were beneficial. The most often-cited reason was the opportunity to interact with teachers from other areas of the country and other types of schools.

Along with the benefits of these intensive training activities came concerns about being given special attention and being separated from the school and their students. Despite a school atmosphere supportive of new teachers, some teachers could not help but feel intimidated by the confidence of the many teachers giving them advice and pressured by the implicit expectations and the special attention. To a large degree, these are feelings common to any person just starting out in a Japanese organization, but the systematic singling out of the new teachers may exacerbate this problem.

Furthermore, most new teachers were concerned that the time away from the school and their students might impede upon their assimilation into school life and the development of meaningful relationships with their students. For the lessons during which the teacher was attending training sessions, leaving or discussing lesson plans with the substitute instructor was an added responsibility. In some cases, this became a learning experience for the new teacher, who could benefit from the guidance of an additional senior teacher; in other cases, whether the students were learning and behaving while the teacher was away was a consistent worry. For some teachers, these types of worries diminished as they developed good working relationships with the substitute teachers and their students, but others continued to have these worries throughout the year.

How Have You Benefited from the Induction Training?

"More so than content, the best thing about the training was that I was able to meet on a regular basis with others in the same situation. Although not everything I learned last year was applicable then, this year I can see the usefulness of much of what I learned last year."

High School Teacher (2nd year)

"At first, I was worried that I was struggling more so than I should have been. However, in the group discussions at the out-of-school training, I was quite relieved to see that I was not unusual and that many others were in the same situation — it was only natural that I was having these problems."

Elementary School Teacher (1st year)

"In the group discussions, even though we didn't have much experience, we were able to work together to come up with ideas for dealing with different issues. In one particular instance, there was a discussion about how to get boys and girls to interact better. This was a problem I was having at the time. One suggestion that came up was to make sure that when groups were made within the class for various activities, they include both boys and girls and not to let the students divide themselves. I did this for a school-wide activity and it worked very well."

Elementary School Teacher (1st year)

"The residential training workshop was very useful. Through some of the more physical activities, such as the recreation and the orienteering, I got in touch with my physical self, which although not directly applicable to instruction, helped me to understand that learning is not just a mental activity."

Elementary School Teacher (1st year)

"The most difficult thing was dealing with the children. It's very difficult to strike a balance between teaching to the group and to the individual. These type of problems were addressed directly by my guidance teacher in the consultations I had with her and in the topical discussions at the outside-school training."

Elementary School Teacher (1st year)

"My biggest difficulty was classroom management. During class the students would constantly barrage me with things not always related to the lesson. Some students would say whatever came into their head. One senior teacher at the school in particular talked with me about stating clearly to the students the rules for the class, establishing from the beginning things that were relevant and things that were not. As the year progressed, the students got better about following the rules for asking questions and sticking to the topic."

Elementary School Teacher (1st year)

One unintended benefit of frequently leaving the school building reported by several teachers is the sense of sanctuary provided by the out-of-school training. All teachers,

but especially teachers in their first year of employment, can feel overwhelmed at times by the fast pace of school life. Attending the out-of-school training allows the beleaguered teacher to step away from the pressures of school life and find support among a group of peers.

Reactions of Principals and Senior Teachers

When the program was first introduced, beyond the formal opposition of the teacher's union, many more teachers and administrators had their own personal reservations. Building principals were most concerned that the number of training days was excessive and the reduction in time devoted to instruction and guidance would place a strain on the staff. The principals, the senior teachers, and the new teachers themselves were concerned that the time away from their students would slow the teacher's assimilation into school life. Finally, on a more general level, many senior teachers felt that the skills necessary to be an effective teacher could be acquired only through experience and could not be taught.

The provision of supplemental teachers went a long way in allaying principals' concerns about the strain on staff resources. Now, principals are generally supportive. Those interviewed claim that because of the program, teachers now appear to be acquiring the necessary skills and knowledge faster than teachers in the past. Asked to think back on their own experiences as new teachers, principals and senior teachers felt that although the other teachers in the building felt an obligation to assist them, the informality of this mentoring made professional development much more inconsistent. The teachers who were not shy about asking questions had a good awareness of their weak areas, and if they were so motivated were able to seek and obtain appropriate advice and materials. However, for the teachers who did not possess this degree of initiative, the first several years were rough. Furthermore, without the systematic introduction to all aspects of school life, it was often several years before teachers had a full grasp of the major school-related issues.

Note that although principals are more likely to say that devoting such a large number of days to training is more necessary today than when the program was first introduced, most are quick to add that this does not mean they favor any further increases in the number of training days.

Some administrators and senior teachers interviewed expressed the opinion that today's incoming teachers are less likely to ask questions of senior teachers on their own initiative. Some cited an increased sense of self-reliance among the younger

generation, others an increasing fear of appearing to struggle. Regardless of the reason, the fact that the teacher induction program expects all newly appointed teachers to seek advice from more senior teachers minimizes the impact of this problem.

Regarding the question of whether much of what the program aims to impart on teachers can be gained only through experience, several staff members of the Education Centers and the boards of education responsible for the program acknowledged that this statement had a good deal of validity. They responded, however, that the program does not attempt to spoon-feed teachers and provide them with all the skills and knowledge necessary to be an effective teacher in just one year. Rather, the induction program is merely a systematic way of presenting teachers with a broad range of issues and situations that they will confront during their careers and to cause them to start to think about how they might approach these issues and situations.

Reasons for Program Effectiveness

In discussing program effectiveness, it is useful to examine three types of factors: program structure, the personalities of the individuals involved in delivery, and program content. Based on discussions with program implementers and participants, it appears that all three factors play a major role. Furthermore, while no one factor alone is sufficient for success, two factors, program structure and the personalities of those involved in delivery, appear to be necessary conditions.

Program Structure

Program structure is defined here as the requirements for the days of training for both in-school and out-of-school training and the provision of guidance teachers, subject specialists, and supplemental teachers. Program structure is important in that it ensures that all new teachers have the opportunity for interactions with their peers and with veteran teachers. Through their interactions with others in similar situations, newly appointed teachers not only gain a sense of reassurance and confidence from exchanging experiences, but they also learn a great deal from hearing the ideas of others about how to deal with various challenges. Some new teachers even say that, in some cases, it is more useful for them to interact with teachers who have only a few years of experience than with veteran teachers. They say the younger teachers, with their own first-year experience still fresh in their minds, are much more sensitive to participants' situation.

Based on participants' comments, any meeting of newly appointed teachers would be beneficial. However, such meetings might not take place as frequently, or at all, if the teachers did not have the support provided by release time and travel allowances. Recent program participants say that after the program ended, at first they met informally with the friends they made during the program, but that as their schedules became tighter with increasing responsibilities at the school, such gatherings became increasingly rare.

Regarding the experiences of new teachers at school, it is true that an atmosphere of support exists naturally; however, the structure provided by the program ensures that this support is consistent. Based on discussions with senior teachers about their own experiences as newly appointed teachers, the success of their transition rested heavily on their ability to develop a rapport with the senior teachers. Often, mentoring relationships similar to that which new teachers today have with their guidance teachers arose, but not always. Thus, by requiring that all teachers interact with senior teachers and that there will be at least one person on whom the newly appointed teacher can rely heavily, the program attempts to ensure that, to the extent possible, the development of mentoring relationships are not left up to chance.

Furthermore, one new teacher added that while it is nice to receive advice from many different teachers, advice from one teacher sometimes conflicts with that received from another. In these cases, having a guidance teacher appointed as the central figure in their training helps put the different bits of advice in perspective.

Personalities of Those Involved in Delivery

> "In the end, it is the personality of the guidance teacher that is most crucial to success. Different materials are provided by the prefecture, but successful mentoring depends upon the guidance teacher's experience and ability to communicate. For example, one problem in Japanese schools are the one or two students in each school who are registered, but who never come to school. In this case, materials can only do so much. The new teacher must see how experienced teachers handle the situation."
>
> Upper Secondary School Guidance Teacher

All people involved in the program—either as participants or administrators—acknowledge that the personalities, knowledge, and abilities of the in-school and out-of-school trainers are a major influence on the success of the program. The primary

method of program delivery is discussion (as opposed to independent research), thus the ability to empathize with the new teachers, make them feel comfortable, motivate them, and communicate ideas effectively is paramount. Teachers with these qualities are sought as trainers. Most likely, these types of individuals helped new teachers make a smooth transition even before there was a teacher training program. One trainer interviewed described the importance of the trainers' personal characteristics: "With a bad design and good trainers, the teachers would still learn, but with a good design and bad trainers, the teachers would learn nothing." In addition to trying to ensure that only experienced, talented teachers with excellent personal interaction skills are used as guidance teachers, the program distributes responsibility for most duties so as to minimize the influence of any one particular individual. Program designers and trainers at the boards of education and Education Centers work in teams. Not only does this reduce the chances that the program would be negatively impacted in the case of a weak team member, but ensures that the program maintains some consistency from year to year as program designers and trainers are transferred.

Program Content

Upon closer examination, the content of the program is also a major determinant of program effectiveness. The *Monbusho* and the boards of education who design the content of the program attempt to include a broad range of issues in the training. (See Exhibits 1 and 4.) It is unlikely that this range of topics would be addressed in informal mentoring relationships. The impact of this comprehensive training curriculum is seen in the comments of principals and other senior teachers who claim that teachers who participated in the training program adapt to school life faster than those in the past. One principal estimated that the knowledge that teachers gain in just one year of the program would take about five years to acquire through experience and informal mentoring alone.

Although the program provides only an introduction to most topics, prefectures and designated cities also include in their out-of-school training plans in-depth treatments of particular topics. One topic may be spread over several training days and may require the teachers to do substantial work outside of the training sessions. In many cases, teachers develop lesson plans aimed toward a particular educational goal, such as increasing participation or teaching a specific concept. While most teachers say this is an extremely enriching experience, it is unlikely that it is something they would do if they did not have the structure, guidance, and resources provided by the program.

Remaining and Emerging Issues

Monbusho plans no major changes for the Teacher Induction Program in the near future, nor did any of the parties interviewed express any major dissatisfaction with the program. Many principals and other senior teachers who initially questioned the need for such an intensive program now support the program. The program participants generally feel that the training is worthwhile, and indirect evidence is supplied by the high rates of enrollment among recent program participants in optional summer training conducted at the Education Centers. Even the major teacher's union no longer officially opposes the program.

Based on our interviews, we uncovered few remaining and emerging issues. Those that do question the program's merit cite the same reasons that the teacher's union did when the program was first introduced, namely, whether it is appropriate for *Monbusho* to have such a strong influence over professional development. Some teachers still believe that taking the teachers out of the school and away from their students on a regular basis makes it more difficult for them to develop quality relationships with the students. Additionally, some feel that singling out a group of teachers for special treatment only reinforces the notion in the minds of students and parents that these teachers are not yet ready to teach.

When asked what they would change about the program, current and recent participants stated that the most useful activities, and the ones they wish they could have had more of, were the ones such as the theme research projects and the group discussions where they were actively involved in researching and discussing a topic. Activities that were thought of as less useful were some of the lectures, not because they were not relevant, but because the participants could have derived the same benefit from reading a book or article on the topic.

Some questioned the timing of the training. Certain topics were introduced that would not be relevant until their second year or later. For example, training for all new upper secondary school teachers included several lectures and discussions on how to be an effective homeroom teacher, even though 24 percent of the new teachers had no homeroom responsibilities and only 7.7 percent served as main homeroom teachers. In such situations, some participants felt the training would be more meaningful if it could occur when they were actually in the situation rather than a year or two prior. Thus, some felt it might be more effective to extend the training period and spread out the training activities so that teachers could take advantage of them at the time they were most applicable.

Among principals and guidance teachers, the only suggested changes were relatively minor ones, such as including particular topics for discussions, like bullying, volunteer activities, and how the revolution in information technology affects schools. Some guidance teachers wanted more flexible training schedules to accommodate other school activities. For instance, in-school training activities are supposed to take place within the instructional day, but some guidance teachers felt that allowing them to conduct them after school would be more convenient. However, some guidance teachers noted that such activities sometimes extend beyond school hours anyway, thus, it is not a serious concern.

Sustainability

Having been generally well-received by all relevant parties and having the support of national law, the teacher induction program is likely to continue in its current form for quite some time. The support for the program seems only to grow as an increasing number of teachers have experienced the program firsthand and have a favorable image of it. The high cost of the program, relative to less comprehensive teacher induction models (see Chapter Two) might lead some to consider alternative uses for these funds, especially with a troubled economy. However, because the total cost of the program has actually been declining, due to lower numbers of new teacher appointments, it is less likely to be threatened. Furthermore, the program is mandated by Japanese law, making any possible efforts to scale it back or terminate it extremely difficult.

Adaptability

Given the difficult transition faced by new teachers in all societies, a program similar to Japan's would likely bring about positive results in any school system. The more relevant question, however, is whether other education systems can afford or are willing to make a substantial commitment of resources to such a program.

One of the major reasons for program effectiveness mentioned earlier was the dedication of time to training activities. Without the time set aside, opportunities for consistent and substantial interaction with peers and senior teachers are limited. In Japan's case, this time exists only because there is a financial commitment to providing supplemental teachers. In school systems lacking the financial resources or commitment, a program of this magnitude is probably impossible, unless first-year teachers and guidance teachers were willing to use their free time for training purposes.

Another reason that might make it difficult to achieve success with a similar program in other educational systems is that the program is particularly well-suited to Japan's organizational culture. In Japan, it is the responsibility of senior members of a group to ensure that new members are assimilated appropriately. Thus a program that formalizes this relationship is more a reaffirmation of a natural relationship rather than a new system. Although many of the out-of-school activities involved group discussions and emphasized that there are different approaches to a problem, the program requires the newly appointed teacher to rely heavily on senior teachers for advice. This is consistent with Japanese culture where traditionally, the new group member is expected to follow the words and actions of senior members. In societies where individuals not only are expected to be more self-reliant but who also are more likely to question the ideas of their seniors, such a deferential system might not be as effective or appropriate.

Even if an education system is unable or unwilling to commit the resources necessary to replicate Japan's teacher induction program, or even if its teachers would not take well to such intensive instruction from other teachers, there are some aspects of the Japanese experience that could be useful to other systems considering instituting a teacher induction program. First, a support group of peers most likely would benefit new teachers in any culture. Even if they did not meet as frequently as the Japanese teachers, and even if their discussions were less focused, simply being able to discuss one's experiences with others in similar situations would be of great psychological benefit.

Another feature that is dependent on money only in terms of degree of intensity is the idea of giving one teacher the responsibility for assisting a new teacher to make a smooth transition. New teachers may be hesitant to bother seemingly busy staff members for advice, they may not know where to look or whom to ask for assistance on a specific topic, or they may be unaware that they do not have a full grasp of all the issues relevant to them. While mentoring relationships may very well develop anyway, giving the responsibility of helping the newly appointed teacher to the entire staff can in reality mean that it is the responsibility of no one in particular. Designating one senior teacher as someone the newly appointed teachers should be regularly communicating with adds consistency to the experiences of new teachers. Even without a set schedule of meetings or a list of topics to cover, much can be gained from such a designation. The impact will ultimately depend on the personalities of the two parties, but having one teacher designated as the first point of assistance at the very least provides a starting point for the newly appointed teacher.

Finally, regarding content, if teachers in other systems are like their Japanese counterparts, they will respond enthusiastically to the opportunity to explore in greater depth topics directly linked to the classroom. Examples of topics include using instructional materials or teaching a particular concept. Having had several years of a theoretical approach to education in their teacher training programs, new teachers are much more likely to embrace more practical research. Again, not all educational systems may be able or willing to undertake this type of training to the extent that the Japanese system does, but even a brief training session of this sort would be of benefit to the teacher and student provided it were directly applicable to the classroom.

Conclusion

Japan's teacher induction program attempts to systematize the process of transition from student to teacher. It identifies the key factors for success for those who have good first-year experiences, such as the development of a mentoring relationship with a senior teacher and interaction with peers. And it tries to ensure this type of experience for all teachers. To this structure the program adds a comprehensive training curriculum that touches on all the major issues teachers are likely to face. And to ensure that new teachers and their guidance teachers have sufficient time for training activities, it provides supplemental staff support. Despite some initial opposition and skepticism, the program has been generally well received by all involved. While it can be said that the program succeeds because of the financing behind it, there are nonetheless key lessons for other education systems contemplating a teacher induction program.

EPILOGUE: LOOKING BACK ON THE FIRST YEAR

It's been one year since I was suddenly appointed as a teacher. It seems as though the first time I stood up in front of the students to greet them was just the other day. Everything I did I was doing for the first time. Even though I was surrounded by things I didn't understand, I was filled with expectations and couldn't help but have fun during the first term. The students were even more charming than the ones I taught during my practicum, so I couldn't help but like them. I liked them so much that I disliked being taken away from them for teacher induction activities.

Suddenly, in the second term, the children grew up. Things I would have let go before, saying, "Oh, but they're cute," now became problems. So many events were happening at a frenetic pace. I was surprised at how much time and energy was required to prepare for the demonstration class I had to present. Beside the fact that I had less time to spend with the students, it seemed that every day at least one of them had some small problem or another. Even if I started working every Sunday morning, it seemed as though I could never get caught up with all the work I had to do. Psychologically, I felt worn down. When times were tough, all I could think about was quitting. At those times, the people I got the most support from were my friends from the teacher induction program. Everyone seemed to be struggling; everyone seemed to have much bigger problems. I came to realize that my problems were rather small in comparison. We took in the words of the lecturers like parched land soaks up water. When I was having problems with the children, being away from them (for just one day a week) proved helpful. Not only did it give me a chance to readjust my feelings, but it gave them the same opportunity.

When I ran into problems, because of the support of my fellow fifth-grade teachers, I could say to myself, "You are not alone." I shall never forget how their encouragement and assistance helped me to somehow overcome my difficulties time and time again.

During the theme research projects at the out-of-school training, it was rumored that I would present my project as a representative of all the newly appointed teachers. This in fact happened. As I thought, having all the other newly appointed teachers there watching me only served as encouragement. One fruit of the project was that through all the research I did to prepare my materials, I was able to improve my approach to teaching.

When the third term came around, I was surprised at how much the students had matured and gained in terms of composure. However, this wasn't solely a result of my influence. Rather, it was the combined effect of all the teachers. In particular, the supplemental teacher, who always taught patiently but firmly, helped the students, and me, to learn about so many different things. She never spoon-fed them, and never forced answers upon the students. And when they did come up with answers, she would always reply with more questions. The students were fortunate to have that type of teaching as their foundation.

During my first year, I met many people and encountered new experiences every day. This year spent alongside the children is one year I think I'll never forget.

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CHAPTER 5

TEACHER INDUCTION IN AN ERA OF EDUCATIONAL REFORM: THE CASE OF NEW ZEALAND

Jay Moskowitz and Shelley Kennedy

In 1989, New Zealand embarked on a series of comprehensive, far-reaching educational reforms. These reforms replaced the Department of Education with a Ministry of Education largely restricted to the roles of policymaking and resource allocation and established a series of new educational agencies. Under "Tomorrow's Schools" (the school component of the reforms), decision making for most educational activities was devolved to individual schools, although the Ministry has a role in setting member-level requirements. For new teachers, Tomorrow's Schools meant that initial teaching appointments were no longer guaranteed through a member-level system; that inspectors no longer certified teachers' competence to teach; and that schools became responsible for recommending the registration of teachers and for providing an Advice and Guidance Program (AGP). An outcome of the education reforms was to shift responsibility for teacher induction from bureaucrats, who are less familiar with individual needs and local contexts, to local professionals—school administrators and tutor teachers. As a result, a wide range of teacher induction activities are now provided by the schools, within the context of a member-level framework for teacher registration and new teacher support.

The Setting

Until a little more than one thousand years ago, New Zealand was an unpopulated land mass of active volcanos, snow-capped mountains, and mighty rivers. At that time the Maori migrated to this most southern group of Polynesian Islands. Less than two hundred years ago, Europeans (Pakeha) began migrating to New Zealand, primarily from Great Britain.

New Zealand is a small country of 3½ million people located in the South Pacific about 1,200 miles to the east of Australia and 1,100 miles southwest of Tonga. The island country includes the North Island which, with two-thirds of the population, is the administrative and business center of the country, and the more sparsely populated South Island, which is world famous for its sheep raising.

Today, about 70 percent of the population is Pakeha, 14 percent Maori, and 14 percent Pacific Islanders (e.g., Samoan, Tongan, Cook Islanders, Niueans, Fijian, and Tokelauan). Recently, New Zealand has seen an increase of immigrants from Asia (especially Malaysia, Hong Kong, Singapore, Thailand, and Indonesia).

New Zealand is a bicultural country with a multicultural population. *The Treaty of Waitangi*, signed in 1840, gave equal status to Pakeha and Maori cultures, and English and Maori languages. After a long period of British dominance, a renaissance of interest in and practice of Maori culture and language is occurring.

The Maori and Pacific Islands populations are younger than the Pakeha. The student population is 22 percent Maori in primary school and 17 percent in secondary school; the student population is 7 percent Pacific Islanders in primary school and 7 percent in secondary school.

Throughout most of the past 20 years, the student population remained stable. However, in the last several years, student enrollments have grown significantly. Student enrollments are projected to continue growing rapidly for the next several years. At the same time, the number of new teachers has quickly moved from an oversupply to an undersupply.

WHAT WAS/IS THE FIRST-YEAR TEACHING EXPERIENCE LIKE?

"I was nervous whether I wanted to be a teacher. I worked my butt off and now love teaching."

" In my first year, I worried that I wasn't meeting the needs of each child. I had high expectations of myself to meet the goals I'd set for each child. My tutor teacher gave me a lot of support and reassurance when I felt frustrated at not reaching those goals. I also got a lot of support from the rest of the staff—which has continued beyond my first year here."

"I expected a lot of work so that wasn't a surprise because I relieved for six months. Everything takes longer the first time. I've enjoyed it [even though it is a lot of pressure]."

"You want everything to be perfect."

"A lot of hours at first. You need to have balance. College and student teaching didn't prepare me for this year. But I don't think anything could."
"This has been a year of learning how to manage—a class, expectations, myself. Next year I'll be ready to teach."

"Some of my friends (who are beginning teachers in other schools) gripe about the lack of support they receive. But [this school] is great—we do our planning in syndicates and everyone is very supportive. Some schools don't respect their first-year teachers as professionals, but we are made to feel like a trusted professional [here]."

New Zealand's students attend about 3,823 early-childhood institutions, 2,312 primary schools (of which 319 are Maori-medium), and 336 secondary schools (of which 77 are Maori-medium). In addition, 94 schools (of which 14 are Maori-medium) serve both primary and secondary age students.

PROFILES OF NEW TEACHERS

(Excerpts from *Windows on Teacher Education — Student Progress Through Colleges of Education and the First Year in the Classroom*)

Tui feels she has developed so much as a teacher — she has learnt more in 10 months in the classroom than she learnt in three years at college — that it is difficult to single out the ways she has developed most. She has certainly learnt much about catering for all the needs of all children, particularly the aspects of their life outside school which impinge on the classroom. The .2 allocation which Tui gets is helpful. She uses it in a range of ways, including visiting other classes, taking the Polynesian club, checkpointing kids for mathematics which takes so much time in class, taking someone else's class at a different level of the school, and coaching miniball.

Educational Reform in New Zealand

The reforms based on "Tomorrow's Schools" recreated New Zealand's vision of public education. Before 1989, New Zealand's education was guided and

administered primarily by the Department of Education. An educational inspectorate assessed teachers and carried out school inspections; teachers colleges coordinated the placing of new teachers in government-guaranteed, limited-tenure positions; and primary schools cooperated without much local political control. The reforms redraw New Zealand's educational landscape. Three independent Crown Entities and locally elected, individual school governing bodies (boards of trustees) were created—each playing a different role in teacher induction.

The Ministry of Education, which replaced the Department of Education in 1989, provides policy advice, broadly oversees the implementation of approved policies, and ensures the optimum use of resources allocated to education. In implementing teacher induction, the Ministry continues to fund school-based and regionally based teacher support programs. Government policies affect the supply and demand for new teachers via a national salary schedule and funding of teacher training colleges and universities. The government also is responsible for establishing the national curriculum objectives.

When the new Ministry came into being, several other independent entities were also established with different educational roles in New Zealand. The New Zealand Qualifications Authority (NZQA) is responsible for developing and implementing a framework for member-level qualification in secondary schools and in post-school education and training, and to oversee the setting of standards for qualifications. The qualifications framework being established by the NZQA will, over time, have an impact on the content of teacher training courses, graduation and diploma requirements, and requirements for and accreditation of institutions that train teachers. (Until the reforms, only five teachers training colleges, one university, and a polytechnic were authorized to provide teacher training.)

The NZQA is the key player in developing assessment requirements for qualification. There are more than 200 advisory groups (including industry training organizations) working with the NZQA to develop the unit standards (what students need to know, do, and understand at a certain level), to package these standards into qualifications—national certificates, national diplomas, or degrees—and to develop moderation plans to ensure consistent assessment. Only accredited organizations can award credit for unit standards. New teachers have to demonstrate knowledge of the new school curriculum developed through the Ministry of Education in order to become fully registered.

The Teacher Registration Board (TRB) is responsible for maintaining a register of qualified teachers and establishes the policies schools are to follow in recommending teachers for registration. The TRB also may deregister teachers.

The TRB establishes minimum standards for registration and, based on school recommendations, registers new teachers, teachers with foreign teaching credentials, and teachers returning to the profession.

The TRB, as of 1995, had the following responsibilities:

- Maintain a register of teachers;
- Determine the policies under which teachers can be registered;
- Approve registrations and issue practicing certificates;
- Decide if a teacher's name should be removed from the register and the policy for doing this; and
- Provide school board of trustees with the names of teachers with cancelled registrations.

The Education Review Office is responsible for auditing schools against member-level legislation, school charters, and other, policy requirements. Before "Tomorrow's Schools" was implemented, an inspectorate was charged with assessing new teachers and certifying their competence. Today, new teachers are no longer certified, but registered. This is not merely a word change, for both processes and status also change. Registration is important for hiring, but lacks the status that certification bestowed.

The reforms also created locally elected school Boards of Trustees (BoT) to govern each state primary and secondary school. Each school operates under a school-developed, and Ministry-approved, charter. Each BoT has a high degree of autonomy. They are responsible for hiring and employing all school staff. Except for teacher salaries, they have full budgetary responsibility for school operations, including administrative staff salaries. Under recent resourcing changes, some schools now have responsibility for teachers' salary payments. Certain salaries remain set at the member level, although competition appears to be emerging for highly qualified professionals.

Before "Tomorrow's Schools," students graduating with teaching credentials were not overly concerned about gaining an initial job placement. All students receiving a teaching diploma were guaranteed an initial placement by the government. The teachers colleges (now referred to as colleges of education) coordinated job placement. With "Tomorrow's Schools," market forces replaced government guarantees. With the exception of a short transition period, in which all graduates continued to find employment, the market for graduating teachers has been very poor. Between 1990 and 1995, as discussed more fully later, only a small

percentage of new graduates secured permanent full-time positions. In some cases, a BoT had as many as 100 candidates for a single position. Then, suddenly, an undersupply of New Zealand teachers has emerged due to an improving economy, fewer students enrolling in teacher training programs, fewer college of education graduates choosing to go into teaching, and policy initiatives to reduce class sizes. This undersupply is exacerbated by students remaining longer in the schooling system.

Teachers in New Zealand: Situation and Challenges
Supply and Demand

Teacher salaries in New Zealand are low compared to those of others in the member economy with similar training. Until recently, low salaries did not adversely impact the supply of teachers. During the late 1980s and early 1990s, New Zealand restructured its economy by embracing free-market economic strategies. During the restructuring, the economy suffered a long and deep recession where jobs were scarce in all sectors. At the same time, student enrollments continued, over a 20-year period, without growth. As a result, few new graduates obtained permanent teaching positions during this period. Many taught as contract (yearly or term) teachers or worked as relieving teachers.

> "In 1991, when our 317 graduating students opened the October 1 *Gazette* to look for their first job, there were 13 beginning teacher positions in our region to choose from. In 1989, there had been 158. The next advertisement brought the total up to 45...Principals reported that an average of 43 women graduates from our college applied for each job, and 5 men." [This trend continued through 1994.] (Marie Cameron and Lexie Grundnoff, *From College to....? Asking New Zealand Principals, Two Years on, About the New System of Hiring Beginning Teachers*, SET Research Information for Teachers, item 15, number two, 1992 p. 2).

Rapidly growing student enrollments and a turnaround in the economy has produced the first significant demand for new teachers in 20 years at the same time as the smallest available applicant pool, a trend which will last for several years. Colleges of education are receiving fewer qualified applicants. In one case, the size of the first-year class has been reduced; in another, less qualified applicants are being accepted. Most of the new teachers interviewed indicated that they did not expect to be teaching in five years. The suddenness of the shortage appears to have caught policymakers and educators off guard. "Last year," one principal said, "I had 100 applications for 1 position; this year I had 3. And this is considered a good school to get a job at. I can't imagine what the other 'less attractive' and 'difficult' schools are going to do." In response to the shortfall now projected

over the next several years (particularly in secondary school teachers), the Minister has proposed programs to provide one year's training to holders of non-education degrees to qualify them as teachers. Teachers also are being recruited from Australia, which is experiencing a temporary oversupply, and Great Britain. However, by 1997, demand will increase in Australia, and with significantly higher teacher salaries, many of these teachers are expected to return to Australia.

Status and Mobility

Most new teachers and administrators believe that a decline in teacher status contributes to the reduced supply of teachers, the declining length of teacher service, and problems new teachers confront. "Most of my friends think I'm crazy to be working 60 hours a week for low pay and no future. This is what my friends say ... it makes it hard to keep doing your best."

Although most shared this sentiment, a few divergent opinions were heard. "I think that teachers' status is on the rebound. With devolvement and increased accountability, the community is taking us seriously again. I think recent [steps taken by teachers to gain better pay and conditions] also has helped." "I'm a Pacific Islander, and in my community teachers are highly respected. Although I don't think Pakeha and Maori feel the same way."

New Zealand teachers (and other school staff) also have a long tradition of mobility among schools. At one time, in order to move up the career ladder and become a senior teacher and assistant principal, a teacher was required to do a "country service" in a rural school. Although teaching in a country school is no longer a requirement, teachers often move to other schools after a few years. In conducting this case study, it was rare to interview a senior teacher, assistant or deputy principal, or principal with more than three years' service at the school.

Gender

Teaching has long been viewed in New Zealand as predominantly a woman's profession. Except in secondary schools, where the percentage of women and men are about equal, women make up almost all early-childhood teachers and three-quarters of all primary school teachers. However, women are less likely to move up from teaching positions to hold school-level teacher-administrative positions, and, according to some of those interviewed, the number of women principals has declined since the enactment of "Tomorrow's Schools". "Consequently, the salary levels for women are on average below those of men."

New Teacher Responsibilities

The greatest challenges new teachers face in New Zealand are developing classroom-management skills, preparing resources to teach the new national curriculum and teaching an increasingly diverse, multicultural student population.

Classroom Management. During preservice training, students of primary-level teaching spend about 23 weeks in schools. Their experiences range from observation to being responsible, for a period of up to six weeks, for a class. New teachers in this study, however, generally found their practicum an artificial experience that did not provide realistic training in gaining and maintaining control in the classroom. They operated within the context in which classroom management was established by the monitoring teacher who would regain control of the class when the student teacher completed his or her practicum. When new teachers assume responsibility for their classrooms, control has not already been established by someone else. It is their responsibility to develop rapport with the students and establish an environment in which learning takes place. While many schools try to provide new teachers with classes where they expect fewer discipline and learning problems and where parental support is more likely, establishing control and feeling secure in their ability to manage a classroom is a significant challenge during the first term. New teachers also have to take responsibility for all aspects of planning for their classes and for meeting with parents, which they feel inadequately prepared for.

Resource Development. New teachers, by tradition and training, are expected to develop and use their own instructional materials, called "resources." Many hours are needed to prepare these resources. For example, during their practica, student teachers developed resources in one curriculum area that they could use over a brief period. However, during student teaching they developed resources usually for only one curriculum area for a particular age group. While they may be able to use these materials or the ideas from which they evolved, new teachers enter a trial-and-error period until they learn what works for them and their students.

In contrast to more experienced teachers in previous years (prior to 1989 reforms) who could often use resources for many years, both new and experienced teachers will find themselves developing new and revising existing resources for years to come as the new curriculum is introduced.

A WEEK IN THE LIFE OF A FIRST-YEAR SECONDARY TEACHER

I was thrilled to get a job—so many of my friends were in relieving positions or were looking. I've always worked hard, but the insecure job market caused me to intensify my efforts. The deputy principal is always on me to cut back on the amount of time I put in.

During my first year, school was my life. From the time I got up until I went to sleep, I either did school-related work or worried about taking time off from doing work. I would arrive at school between 7 and 7:30 AM. Until classes started, I met with my department head or prepared materials for the day's classes. I had 22 contact and 3 non-contact hours a week. My schedule required that I prepare for six different classes in Maori and history. I also had to work on my Maori as, unfortunately, my Maori is not as good as I would like. During the school day I taught, attended meetings, met with students, and during my lunch break 'collapsed.' I stayed at school until about 5 PM, marking papers or attending meetings.

On week nights and Saturday I often worked until 11:00 PM preparing lesson plans and resources. On Sundays I felt guilty for not working on my lesson plans. I always had a long "to do" list staring me in the face. I couldn't keep up that pace. I lost a boy friend and other friends stopped calling me to go out. I don't blame them. My parents also worried about how tired I was.

As part of my advice and guidance program I spent a lot of time with my tutor learning to set bounds and take shortcuts. I'm getting better. I can do lesson plans in half the time it used to take me. I've also cut back, sort of. I work Monday through Wednesday, sometimes Thursday as well. I now take Friday and Saturday nights off as well as Sunday, and am beginning to even take an occasional weekend off. While not there yet, balance is returning to my life.

The NZ Curriculum and the National Qualification Framework. As noted above, New Zealand is implementing a new curriculum structure for qualification. The Ministry is developing member-level curriculum statements which list key achievement objectives in a progressive series of eight levels across seven essential learning areas and reconceptualizing its curriculum and qualification structures. NZQA is developing unit standards for conventional school subjects from the achievement objectives, and students having gained sufficient credits during senior secondary school will gain a qualification, (a National Certificate). The new curriculum is being phased in over several years. In some cases, as part of their college of education training, new teachers are becoming more knowledgeable about the new curriculum. This can result in their being looked to by more experienced teachers for their "expertise."

Although providing new teachers with a strong sense of professionalism and an ability to contribute quickly to their school, the new curriculum represents an additional responsibility at a time when many teachers claim that they are working 60 to 70 hours a week. Over the next decade, new teachers will be expected to implement an entirely new curriculum.

PROFILES OF NEW TEACHERS

(Excerpts from *Windows on Teacher Education—Student Progress Through Colleges of Education and the First Year in the Classroom*, Renwick and Vise, 1993)

Tim does not really think he was ready for the responsibility of his own class at the beginning of the year. For one thing, he did not know how to handle some of the problems with parents that he has had to face, including letting a child go off with her parent in the middle of a custody battle.... He also thinks he did not have enough units of work planned when he left college so that he "ran dry pretty quickly...." Tim feels responsible for his own teacher development. He sets high standards for himself and is critical of his own performance.... He is much more confident than he was at the beginning of the year and has learnt how to "use his brain" and adapt activities from books rather than rely on ready-made resources. Tim appreciates the support he has had from his tutor teacher and from the principal. The beginning-teacher meetings have also been good—it is great to know there are others in the same boat. You learnt a lot from their experiences.... Tim has not yet measured up to his expectations....

Biculturalism-Multiculturalism. New Zealand is officially a bicultural country with English and Maori language and culture incorporated into the curriculum. New primary school teachers may teach Maori culture and language (to a limited extent), although their own knowledge of Maori is generally limited or non-existent. New teachers also need to ensure that their programs meet the needs of often significant numbers of diverse Pacific Islands and Asian children in their classrooms. These children have a range of learning styles and often require different pedagogical techniques, discipline practices, and levels of parental involvement. Many new teachers find themselves teaching children from ethnic groups and cultures different from their own. Approximately 85 percent of new teachers are Pakeha; 10 percent are Maori; and only 3.5 percent Pacific Islanders.

Teacher Induction Program

The New Zealand teacher induction program is designed to maintain a high-quality teaching force. According to the Teacher Registration Board, a quality teacher has demonstrated an ability to reach students, to teach students, and to work collegially with other teachers and administrators. The teacher induction program provides activities that support the new teacher to gain these abilities. The program also supports new teachers' transition to the culture of teaching and to the culture of the school. The primary component of the teacher induction program is the Advice and Guidance Program (AGP). Other components include the courses or programs delivered by advisors from teacher support services and school-level school and individual in-services. With the exception of those run by teacher support services,

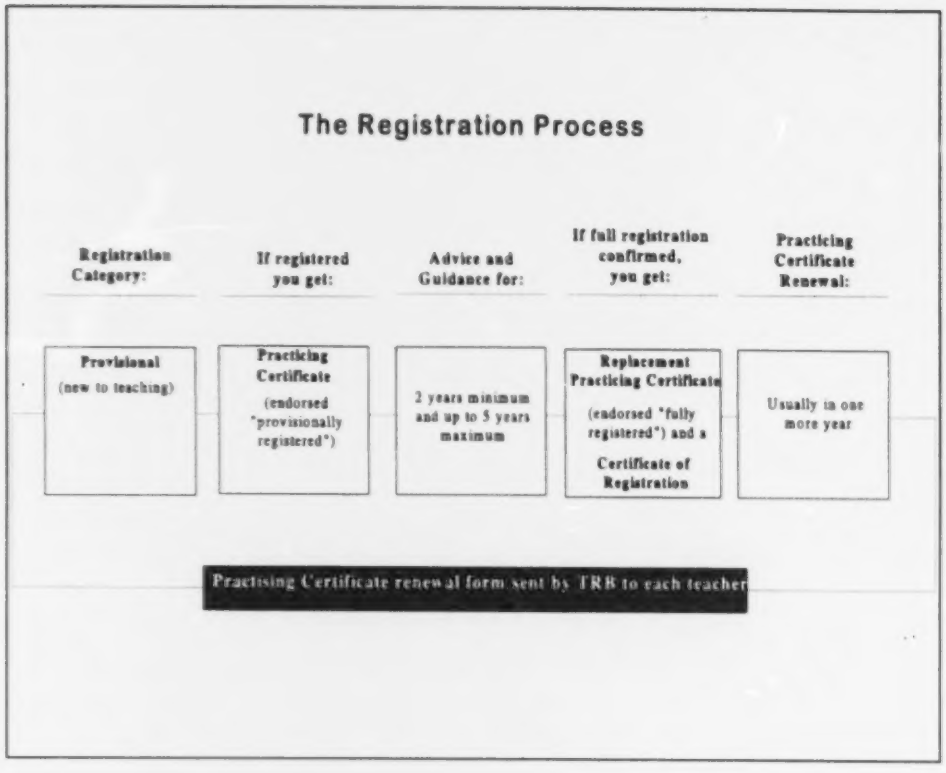
the programs are designed and implemented by each school within a framework developed and established at the member level.

The teacher induction program operates to support the registration of new teachers. From 1932, when the registration of teachers began, through 1989, the Department of Education was responsible for teacher registration. Beginning in 1989 the TRB, an independent body, has become responsible for teacher registration. Under TRB guidelines, the supervision of AGPs and recommendation for registration of new teachers has "been given totally to the profession." "This is a considerable break with the past, and although it raises questions on maintaining national standards, it is recognition of the move towards a self-regulating teaching profession."

> Teacher registration is a system for ensuring that there is a minimum quality standard applied to all teachers entering the general education system in New Zealand, and that those who fall below the standard will either not become a "registered teacher" or will have their registration cancelled. Maintenance of a register assists boards of trustees in making appointments, and reassures parents and the public that a national minimum standard for the teaching profession is available (Teacher Registration Board handbook, May 1994).

New teachers apply for provisional registration. They have five years to achieve full registration. This requires new teachers to demonstrate that they are of "good character" and "fit to be teachers," have satisfactorily completed training by an approved institution, and are, or are likely to be, satisfactory teachers.

Schools emphasize a new teacher's potential for being a satisfactory teacher in their AGP criteria. The TRB requires schools to document that a new teacher enables and encourages learning; has competence in the New Zealand curriculum and its assessment; has appropriate teaching techniques and pupil-management skills; plans, prepares, and evaluates programs as part of their work; contributes toward the work of the school or center as a whole; and promotes health and physical and cultural safety. Schools comply by offering an advice and guidance program and preparing required written documentation.


The Registration Process
Registration Category:
If registered you get:
Advice and Guidance for:
If full registration confirmed, you get:
Practicing Certificate Renewal:
Provisional
(new to teaching)
Practicing Certificate
(endorsed "provisionally registered")
2 years minimum and up to 5 years maximum
Replacement Practicing Certificate
(endorsed "fully registered") and a
Certificate of Registration
Usually in one more year
Practising Certificate renewal form sent by TRB to each teacher

Advice and Guidance Program

Through the **Advice and Guidance Program,** schools provide new teachers with the experiences and guidance to ensure that they meet TRB registration requirements. The components of a good AGP, according to the TRB, are:

- Resource and personal support from colleagues working in the same curriculum or school or center area;
- Receiving class visits and written lesson appraisals on progress towards meeting the criteria for registration;
- Visiting and observing other teachers;
- Meeting with senior staff and other teachers to clarify the wider aspects of a teacher's work and responsibilities, including professional development; and
- A written record of the program, containing the advice and guidance received, the teacher's participation in planning, and the corporate life of the school or center.

For each new teacher, a school receives funding that is 1.2 times the base salary of a new teacher. The 20 percent funding (known as the ".2") is to provide AGP support activities that will help a new teacher meet registration requirements. Most schools use these funds to pay for a substitute to cover the new teachers' or tutor teachers' classrooms while they are involved in AGP activities. No accounting is required on the use of .2 funds by the schools, nor is the school legally obligated to use the .2 funds for advice and guidance.

The AGP program is two years long, although it is most intense in the first year and the additional .2 funding is only for one year.

Each school is charged with adapting TRB-promulgated principles (Exhibit 1) to the needs of the school and individual teacher. In most schools visited, responsibility for the AGP was delegated to the deputy principal. In primary schools, the deputy principal often serves as the tutor (supervisory) teacher; in secondary schools, the deputy principal plays a supervisory role

The TRB provides many examples of the purposes for which the .2 should be used. For example, the .2 should provide release time for new teachers to consult with their tutors, to observe other classes and schools, and to attend courses at regional teacher-support centers. In practice, however, the .2 also is often used by new teachers for additional time to plan for classes, perform marking, and, as one new teacher remarked: "to put my feet up on my desk and relax for a half hour." School-level personnel generally believe that these activities also are important.

Principals are very concerned that new teachers find a balance between their school and personal lives, and that the new teacher be sufficiently rested to "perform well in the classroom."

Role of the Tutor Teacher. Tutor teachers are the key staff members responsible for implementing the AGP. They set the tone and organize the program. Tutors or supervisory teachers (who may have part- or full-time administrative responsibilities) are chosen by the principal or deputy principal. In many cases, the principal discusses the assignment with other senior school staff. The assignment often is made before the new school year, and tutors "host" the new teacher during the new teacher's initial visits (which occur before they take up their appointment) to the school. Tutors plan the AGP and, with input from new teachers, plan the use of the.2 for first-year teachers. They schedule meetings, make formal and informal visits to the new teacher's classroom, record the advice and guidance given, and provide monthly reports to the principal or deputy principal that identify the strengths and needs of the new teacher.

At the start of the school year, tutors typically have scheduled meetings with the new teacher at least once a week. These meetings usually take place after school. In addition, tutors and new teachers often teach in the same syndicate (a group of students and teachers clustered together as a school within a school), team-teach, or work in adjacent classrooms. A great deal of time is spent providing informal observations, support, and advice.

During the first term, most tutors prepare written monthly reports. In some cases, new teachers draft the monthly report as an exercise in reflection and self-appraisal. As the year progresses, tutors and new teachers tend to increase the level of informal interactions and reduce the formal meetings, although great variation exists both between and within schools. Tutors have, with input from new teachers, developed their own *modus operandi*. These informal meetings take place during tea breaks, lunch, classes, after school, in the evening, and occasionally on weekends.

Tutors spend about five hours a week on induction-related activities. Typically, tutors provide hints and suggestions about approaches and resources that have or have not worked for them, explain how to plan more efficiently, listen to and comment on ideas that the new teacher is thinking about trying, provide support with classroom and individual student-management issues, and generally are there with "a shoulder to cry on." Although the new teachers do not have a choice of tutors, most new teachers we spoke to were very happy about their relationship with their tutors. In cases where personal rapport was not particularly good, new teachers still found that tutors provided sound professional advice.

About half of the tutors interviewed had participated in tutor-training sessions offered by colleges of education and teacher support services. Participation in these courses is voluntary.

Role of the New Teacher in the Teacher Induction Program. All provisionally registered teachers seeking to become fully registered participate in an AGP. New teachers are responsible for organizing, with their tutors, the operation of the AGP and the effective use of the .2 release time. New teachers are expected to be open, to be willing to seek feedback and act on sound advice, to initiate requests for support, and to work with their tutor to become a quality teacher. New teachers participate in preparing monthly reports describing their accomplishments,

EXHIBIT 1

General Principles Considered Important to AGP

1. Support should be personal. Once the expectations of the school have been established, each teacher will have different needs.

2. Support must be practical. Many young teachers feel their college experiences have been largely theoretical, and although they appreciate being directed towards professional reading, this should be of the kind that gives practical ideas and suggestions — "how and what to do".

3. Most teachers need help in time management and in setting realistic goals for themselves and for their pupils.

4. Nothing can be taken for granted. Schools cannot assume that a teacher has, for example, used a particular resource before; knows about religious studies in schools; is confident about playground duties; or understands teaching "jargon" commonly used in staffing meetings.

5. Relationships are vital. A supervising teacher needs to be able to quickly establish a collegial approach to working and to give support in a non-threatening way.

6. The demands of supervision and the keeping of essential records can be overwhelming to the new teacher and should be introduced gradually.

7. The location of a new teacher's classroom is important — ideally, next door to the supervisor or a "buddy" teacher. Working in the same class level and planning syndicate also helps.

8. Advice and guidance must extend into the second year. Some provisionally registered teachers are more at risk in their second year than in their first.

9. School management needs to be particularly watchful of the stress periods in a school year, for example, just before Easter, when reporting to parents, or during extended bad weather.

10. The use of the .2 allowance must be planned, and it is better to use it flexibly than simply as a release day.

11. Written reports should be positive and specific if they are to be useful.

12. Advice and guidance programs should be seen as part of the ongoing professional development of a teacher.

13. Provisionally registered teachers should be treated as valued members of the staff. They work best when their individual strengths are used in the school organization.

Advice and Guidance Program for Teachers,
Teacher Registration Board, 1994

progress, and professional development needs. This monthly report forms the basis for documentation supplied to the TRB by the school recommending the new teacher for full registration.

NINE MAIN TYPES OF TEACHER INDUCTION ACTIVITIES

(Based on Interviews Conducted by Margery Renwick and June Vize)

1. Observations of other teachers, both in their own school and at other schools. At least half the beginning teachers had used some of their time in this way.
2. Being observed by the tutor teacher, principal, or deputy principal (where these latter were not also the tutor teacher), followed by informal discussion or more formal reports.
3. Working in the classroom alongside the tutor teacher.
4. Attending meetings for beginning teachers.
5. Attending courses.
6. Classroom planning.
7. Working with small groups or individual children, including those with language and reading difficulties, and children with special needs; doing checkpoints for mathematics and running records for reading. (These activities could be done by either the beginning teacher or the tutor teacher.)
8. Organizing, taking, or preparing resources for school-based activities for which they had volunteered or been allocated a particular responsibility. (These activities were not always considered appropriate use of the .2 time by the beginning teachers themselves.)
9. General classroom administration and resource making—including report writing, marking, making telephone calls, photocopying, or general "catch-up" time.

New teachers in New Zealand usually have a reduced teaching load the first year. In most primary schools, this provides new teachers an average of half a day per week out of their classroom. In some weeks, they will attend full-day courses (discussed below); in other weeks, they may spend a few hours visiting other classrooms or schools or use their release time to meet with their tutors or other school staff. In a few cases, the primary teacher is in his or her classroom only four days a week. Most principals interviewed want to assign new teachers to classes that they do not expect to be problematic. Whenever possible, in their first year, new teachers will not be assigned to classes with students with a history of disruptive behavior or whose parents are particularly demanding or "difficult." In the second year, although allowances may still be made if possible, it is also likely that they will be assigned to any class. However, this is not always the case in practice: principals' intentions often break down over

the school year, and scheduling conflicts at the secondary level sometimes preclude the deliberate matching of teachers to classes.

Variations in Advice and Guidance Programs

Great variation exists in the operation of the AGP across schools. Three schools providing effective but different approaches for delivering an AGP are discussed below.

Blackstone College. Blackstone College is a secondary school with 1,150 students; 30 percent are either Maori or Pacific Islands, and an increasing number of students are recent immigrants from central Europe and Southeast Asia. The school ranks (according to a New Zealand school classification system) in the second lowest socioeconomic (SES) decile, and, for its decile ranking, its students achieve high scores on national tests. The deputy principal runs a formal one-year course with all new teachers. This program, the syllabus for which is shown in Exhibit 2, exemplifies a very structured AGP. Each week all new teachers in the school meet with the deputy principal (and other teachers and specialists, as appropriate) to discuss a specific topic. The syllabus starts with general issues of classroom, student, and school management. Over the school year, as new teachers have more experiences to bring to the course, more detailed information about these topics, as well as special-interest topics, are provided. The school hires "relievers" to cover classes when other teachers and specialists are involved. New teachers' schedules provide release time for the time required to participate in the induction course. The deputy principal also has regular meetings with each new teacher to discuss personal problems and individual needs.

New teachers also have one or more tutor teachers (one for each subject area taught). The tutors conduct classroom observations and provide curriculum-based support.

A common practice followed at Blackstone College is to provide newly hired teachers with reading material, before the school year begins, describing the school's goals, policies, and procedures. Teachers also are invited to spend time at the school at the end of the term prior to their arrival.

Blackstone College provides more release time for its new teachers than the funded .2 time. The principal and senior management, supported by the board of trustees, believe that the school should use additional resources to provide a better AGP. The school's philosophy is to invest in preventive training, rather than face the potential costly consequences of inadequately prepared teachers.

EXHIBIT 2

Program Outline for School-based In-service Training for Year 1 Teachers at a Large, Urban Secondary School

Aims

- To inform about specific routines and procedures used in the school;
- To discuss control, teaching and testing techniques;
- To offer group counselling and support;
- To provide a written record of school procedures and policies; and
- To provide school-based professional training.

Week

1	Orientation: Year 1 Teachers and Teachers New at the School
2	General Introduction and Administration
3	Discipline
4	Management
5	The Role and Duties of the Secondary Teachers and Deans
6	Setting Aims and Objectives
7	Review
8	School Assessment and Reports
9	Social Services and Transition
10	Reading and English as a Second Language
11	Teaching in a Coed Environment
12	Special Education
13	The School Office and Administration Staff
14	Meeting Parents
15	Review
16	Student Organization
17	Examination Marks
18	Cultural Differences
19	Activity Center for Schools in the Local Area
20	Teacher Organizations
21	Review
22	Guidance and Careers
23	Methods of Handling Problems
24	Library
25	School Organization and Timetable
26	Review
27	End of School Year
28	Teaching Mixed-Ability Classes
29	Case Studies in Student Behavior
30	School Finance
31	Outdoor Education
32	Review
33	Rewards and Punishment
34	Sports Organizations
35	Teaching Controversial Issues
36	Review

Recommendation for registration is based on input from the tutor (who is usually the head of a department), the deputy principal, the principal, and, in contrast to most schools, a principal from another school. The input from the other principal provides an outsider's perspective—one not biased by personal

interactions. The board of trustees is advised regarding the administration's actions but plays no active role.

PROFILES OF NEW TEACHERS

(Excerpts from *Windows on Teacher Education—Student Progress Through Colleges of Education and the First Year in the Classroom*, Renwick and Vise, 1993)

Jack's main reaction to his first year was that it was very busy but also very successful.... One of the reasons Jack is pleased with his class progress is that he has what he calls "a pretty flash class," handpicked for a beginning teacher, which means he has been able to use peer tutoring for any children needing help.... He thinks he has developed "heaps" as a teacher and sometimes has to "pinch" himself when he thinks of what a huge hurdle his final sole charge section was at college, and now he has had nearly a year in charge of a class and he has learnt so much, particularly control strategies, management and refining plans, and evaluation techniques. "It's been a growing year, and so will the next two."

Milltown. In contrast, Milltown School and Downey School provide two less formal examples of an AGP. At Milltown, an intermediate school with 500 students—of whom 18 percent are Maori—the AGP program is built around a school-wide program of continual assessment and evaluation. New teachers are quickly integrated into all school activities through the use of staff diaries; open communications; and student, parent, and teacher surveys that measure teaching quality, academic rigor, student reporting, general environment, customer responsiveness, and general satisfaction at the school. Last year Milltown had four new teachers. Each new teacher was assigned to a different syndicate (a staff grouping) so as not to compete for staff support time. In addition, the new teachers regularly met together, and individually, with the principal to discuss building relationships with the students—which the principal believes are key to creating a classroom where learning takes place. Each new teacher has a tutor, who determines the kind and level of support to be provided to the new teacher. For one teacher, formal observations every two weeks were the focus of her AGP. The other three new teachers rarely had formal observations; instead, they met informally with tutors as needed.

Monthly reports are prepared on all new teachers. Interpreting the recommendations of the TRB, the monthly reports describe a teacher's development of strengths according to seven criteria: personal-professional qualities; relationships with pupils; planning preparation and records; curriculum provision; teaching technique and classroom management; contribution towards work of the school; and other factors.

Milltown School provides each new teacher a handbook that describes its AGP. The handbook describes the roles and responsibilities of the principal, deputy principal, tutor teacher, and new teacher; the use of the additional .2 staffing component; observation as a part of the AGP; a calendar of AGP activities (beginning orientation, first term, remainder of first year, and second year); record keeping; and strategies for dealing with "at risk" new teachers. The handbook does not describe or provide examples of new teacher coping strategies. In contrast to Blackstone College, Milltown School's teacher induction is driven by process and outcome indicators; few specifics (except in the case of at-risk new teachers) are provided as to how the tutor and new teacher interact and what activities they undertake.

Downey School. Downey is a primary school with 256 children—55 percent Maori, 30 percent Pacific Islanders, and 15 percent "from the rest of the world." Student mobility is 40 percent from year to year, and many children live in "at-risk" homes. The entire staff, all but one of which is female, strives to provide a nurturing environment for students and staff alike. The school's philosophy is to focus on producing healthy, happy children who enjoy learning. Its instructional philosophy involves the extensive use of computers by teachers and students, an approach that challenges new teachers because they have had limited exposure to computer applications.

New teachers are supported by all other staff members at Downey School. New teachers are expected to lead a committee (like any other teacher), to provide expertise in some part of new curricula, and to participate in school and individual professional development. Few formal observations and written reports are prepared regarding the new teacher's performance. Similar to Blackstone College, Downey School is fully responsible for its own advice and guidance program. However, in contrast to Blackstone College, the AGP is much more informal. Tutor teachers spend about five hours a week working with new teachers. A strong mentoring relationship is forged, built around ad hoc support and availability. This time declines in the second year. The AGP is run by the deputy principal. The principal meets formally with each teacher, new and experienced, once a year, to discuss the teacher's performance and prepare a development plan for the next year. In contrast to the principals at most schools visited, the principal at Downey has been there 8 years and the deputy principal 10 years (having advanced from a beginning teacher).

In her first year, one new teacher opted to take each Wednesday off to use for AGP, and personal and professional development activities. Although the new

teacher, now in her second year, is performing well and was just recommended for full registration, the principal would prefer that the .2 allocation be used differently. The principal would prefer that the .2 allocation (which she is strongly in favor of and would "fight to keep") be used differently or more flexibly than is currently the case in most schools, including her own—she suggested, or example, that a new teacher could take a week at a time out of the classroom to undertake a course, etc., rather than taking one day every week out of the classroom which she feels is "very disruptive for new teachers when they are trying to develop classroom management and organisation skills." The new (second year) teacher also agreed, saying that although she found her day out of the classroom very valuable (for observing in other schools, attending short courses, carrying out student assessments, planning, marking student assignments, and generally having a break from working directly with students), her students were always harder to settle and manage the day after her absence. Both principal and new teacher agreed that it would be good for schools to have the option of spreading the .2 allocation over two years—allowing second year teachers the opportunity to benefit from having some time out of the classroom for other things, now that they were more skilled and confident about their class handling skills (which is clearly the biggest hurdle for most first-year teachers).

At Blackstone, Milltown, and Downey, none of the new teachers interviewed viewed the AGP as an 'assessment program' per se. Although aware of the importance of becoming fully registered, these new teachers were not concerned about the process required to become registered. They viewed observations and formal written reports as supporting their transition and helping get their careers off on a sound footing. As one new teacher noted: "This process is continuous for two years, with immediate feedback. I never have felt that I was being tested or evaluated. I felt I could ask my tutor anything, and I did."

The AGP reflects the culture of each school, just as the self-management of schools in New Zealand is meant to be responsive to the culture of each school's particular community. The tone for the AGP is typically established by the principal or deputy principal. However, the success or failure of the AGP depends on the relationship developed between the tutor and new teacher.

Changes Over Time. The national advice and guidance framework and its implementation by primary and secondary schools began in 1989. However, the .2 time and many elements of the AGP predate these reforms. In 1972 secondary schools began providing AGP programs, when primary schools were already

USES OF NEW TEACHERS' RELEASE TIME

"I wasn't allowed to use my .2 the first six weeks. The school wants new teachers to develop a strong relationship with the kids and believes that absences work against developing this relationship. After six weeks, I used the time to visit a few classrooms and another school. Over time, I just used it to do planning so I got to sleep earlier."

"I went to the courses run by teacher support services and visited other classes. I don't think it works out to .2, but I feel I've received all the support I need."

involved in AGP. Secondary schools also had a school board prior to the 1989 reforms. From the beginning, the AGP was intended as a dialogue—a consensus process in which "assessment was an organic process, without the pitfalls of one-off observations (a scheduled observation that occurs once a term or year by the principal in which the new teacher typically delivers a highly structured and tested lesson plan) and tick-the-boxes evaluations." Formerly, an inspectorate provided the formal evaluation process for certification as a trained teacher. This shifted to the schools, as part of the administrative reforms, and altered the responsibilities of school personnel.

Many administrators who were interviewed reported that in the early years, many teachers did not receive release time, although .2 funding was provided by the Department of Education. Today, most respondents believed that most teachers appear to receive most of, if not more than, the .2 release time to participate in induction support activities. The high level at which new teachers receive release time nowadays represents the cumulative efforts of the TRB, teachers' unions, and teacher training colleges to inform new teachers of the existence of these resources and their intended purposes.

Since 1989, the TRB has introduced several changes in the registration policy. The criteria requiring teachers to "promote health and personal safety of children" was added in 1993, in response to an early childhood initiative. The TRB also has clarified what is meant by "fitness to be a teacher." In the initial registration materials, the TRB specifications were extremely vague. Although still general, the new guidelines provide a much better sense of what schools should consider in

recommending new teachers for registration and maintaining registration for experienced teachers. The TRB also modified its procedures for teachers returning to teaching after a long hiatus. The TRB is now adopting procedures for non-registered relief teachers, so they can achieve full registration.

Teacher Support Services

A second component of New Zealand's teacher induction program is the support offered by the teacher support services. The Ministry has entered into contracts with each college of education to assist schools in improving their self-management. One contractual activity in this area (see Exhibit 3) is that the teacher support services associated with each college will provide activities for new teachers to a specified number of schools in their regions. In most cases, these services consist of bringing new teachers together to network with other new teachers and to develop professional friendships with peers. Many schools (until this year) had only one or two new teachers.

Staff of the teacher support services also visit schools and, informally, seek to ensure that the new teacher is provided the .2 time and a strong AGP. Most of the resources provided by the Ministry are used to provide a series of monthly or bimonthly workshops. In some regions, schools pay a nominal fee to send their new teachers to these courses.

Teacher support services in each of the two centers visited aim the majority of their courses and networking activities toward primary schools, with special attention to rural schools. The centers direct their activities to schools with new teachers who have more limited access to successful role models within their schools. Secondary schools are de-emphasized because their large size provides the potential of more role models. Also, teacher support services assume that department heads at secondary schools will provide extensive support. Exhibit 4 provides an example outline of the types of courses offered to new teachers by teacher support services.

EXHIBIT 3

Professional and School Development Services
Contract Responsibilities of Teacher Support Services

Objective	Performance Measure	Performance Target
Support schools in their program of advice and guidance for the induction of provisionally registered teachers	***Quality*** a) teachers and/or boards satisfied with appropriateness, effectiveness, and efficiency of support provided	Ninety percent of teachers and/or boards responding to surveys indicate satisfaction
	Quantity b) number of primary schools	Primary schools
	c) number of secondary schools	Secondary schools
	d) number of hours	Hours

Some centers also provide brief courses (e.g., four three-hour sessions) for tutor teachers. Topics at the tutor-training courses include communicating with new teachers, providing feedback, and handling problems.

School Professional Development

Schools focus considerable resources and attention on professional development. In schools visited, 4 to 7 percent of a school's discretionary budget (excluding professional salaries) was spent on school-wide and individual in-service activities. Several of the BoTs have adopted policies requiring that a specified portion (around 5 percent) of the budget be spent on professional development activities. In schools visited, new teachers, along with other staff, participate fully in the school's professional development.

In many schools, teachers participate in selecting an area for school-wide professional development. It could be training in the English national curriculum statement one year, or learning about child-behavior strategies in another year. In another school, it might be ESL strategies or the culture of the school's student population. Over the course of a year, about five days are devoted to these school-wide professional development activities, which most often occur on teacher-only days and after school. In one school visited, teachers voluntarily attend a four-day retreat scheduled for during their school vacation.

EXHIBIT 4

EXAMPLE OF TEACHER SUPPORT SERVICES COURSE OFFERINGS

SESSION 1:	Introductions, use of .2 time, with tutor teacher group	**SESSION 5:**	English curriculum
SESSION 2:	Behavior management (class)	**SESSION 6:**	Mathematics curriculum
SESSION 3:	Planning, goal setting, recordkeeping	**SESSION 7:**	Assessment
SESSION 4:	Behavior management (individual children)	**SESSION 8:**	Curriculum options
		SESSION 9:	Curriculum options

New teachers may also have an opportunity to attend one professional development course, based on the individual professional development plan that they developed with the principal or deputy principal.

To assist schools to identify materials, courses, demonstration projects, and other educational information that will help them provide professional development, the New Zealand Council for Educational Research—in collaboration with the National Library of New Zealand, Ministry of Education, Wellington College of Education, and the NZQA—is investigating the development and implementation of the Education Information New Zealand (EDINZ). EDINZ is a proposed index-database to bring together in one easily accessible form the fragmented information about education in New Zealand.

Participation

Some confusion appears to exist about participation in teacher registration and AGP. Between 1989 and 1991, new teachers were required to be provisionally registered in order to teach, the school was required to provide the new teacher with an AGP, and the school, after two years, was expected to recommend a new teacher to become fully registered. BoTs implemented the requirement that all their teachers be registered. In 1991, the legislature amended the law and made registration voluntary[1], although no BoT has reversed its policy and teachers still

[1]An announcement on May 10, 1996 that a bill making registration compulsory would be passed, reversed the 1991 legislation that was in effect during the time in which the site visit was conducted (December 1995).

assume that registration is not only desirable but mandatory. However, in the next few years when teacher shortages are anticipated, BoTs can rescind their registration requirement in order to meet staffing needs.

As the TRB states, "although registration was made voluntary in 1991, there has been no lessening of the demand from teachers to become registered, nor the resolve of employers to employ only teachers who are registered ...." The Registration Board has been concerned that the high international regard for New Zealand teachers could be weakened by the 1991 decision to make registration voluntary. The Board also feels that voluntary registration does not offer children, parents, and trustees the security that a compulsory system provides. In 1995, the Education and Science Select Committee proposed, and the TRB supports, reverting to mandatory registration.

At the same time, the government is considering alternative forms of teacher training (in response to teacher shortages) and a freer market for the supply of teacher training. A system of voluntary registration shifts the burden for a quality teacher corps from the central government to local BoTs. Several educators suggest that inequities among schools may widen—as attractive schools (with more resources) are able to continue to hire and retain high-quality registered teachers and less attractive schools can hire only nonregistered, less qualified teachers. Attractive schools will increasingly be high-SES, predominantly Pakeha schools. Others disagree, arguing that sufficient safeguards exist, because the government controls the right to provide teacher training, funds the training, and funds professional development.

Program Effectiveness

During 1995, 91 percent of the teachers who applied to be registered were approved by the TRB. Ten teachers (out of 15 requests) were deregistered, and two requests for deregistration are pending. Today, over 41,000 New Zealand-registered teachers work full-time in primary and secondary schools. Since 1989, the government has not evaluated the registration process or school AGPs. However, over the past 10 years, several researchers have examined the teacher induction process in New Zealand.

David Battersby reported that, in 1986, about half of the new teachers received three to five hours per week of support during the first term. Release time declined by 40 percent in the third term. Twenty percent of new teachers received less than one hour a week. Release time was generally used for the purposes currently promoted by the TRB. Since Battersby recommended that clear guidelines for the

.2 be developed and distributed, significant progress appears to have been made. Although no comparable study has been conducted, principals, senior management staff, and new teachers consistently report that most AGPs use the .2 funding for teacher induction activities. In particular, primary school teachers in suburban and wealthy city schools report receiving release time. They indicate that friends from college who are teaching in less favorable situations do not receive as much support as they do. Secondary school teachers also tend to have less chance of receiving the full allocation of release time.

Among Battersby's other recommendations that remain relevant was to provide funding for year-two release time and to provide training and compensation to tutor teachers. A few schools that receive direct resourcing (referred to as bulk funding[2], by many to school personnel) are experimenting with providing .1 release time for two years.

Battersby's work was completed prior to Tomorrow's Schools. Since then, a major research activity was completed in 1993 by Margery Renwick and June Vize of the New Zealand Council for Educational Research. Renwick and Vize followed a cohort of students from their first year at a college of education through their first year of teaching. Viewing the first year in the classroom as a continuation of pre-service training and the first stage of professional development, Renwick and Vize's work describes first-year teachers as responsible for their own development and confident about their ability to teach. "They did not expect to be spoon-fed. If they wanted to get ahead, particularly in a tight job market, they needed to set their own goals and do something about what they knew to be weaknesses.... Those beginning teachers who placed limits on their responsibility for their own teacher development spoke of a joint responsibility between themselves and the school. If schools want better teachers, they have to accept some responsibility for teacher development."

Renwick and Vize identified several overarching themes that emerged in response to questioning about how the new teachers felt they had developed over their first year:

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[2]Historically, New Zealand teachers were paid directly by the central government. Recently, a group of schools piloted "direct resourcing" and this process is now an option for all schools. Under direct resourcing, schools receive a member-determined amount per teacher times the number of teachers in the school. Schools where the average teacher's salary is less than the member-determined salary level receive funding in excess of actual teacher salaries. This excess can be used by the school for any educational purpose. Schools with average teacher salaries above the member level could "lose" under direct resourcing. In schools without direct resourcing, salaries continue to be paid centrally.

- The difficulty of singling out any specific area of development, because they had increased their skills across the complete range of classroom competencies, and a sense of being overwhelmed by how much they have learnt—they had gone "from strength to strength," developed in "leaps and bounds."

- Increased experience as the year progressed had led to increased confidence in most aspects of classroom practice. This in turn led to increased enthusiasm for teaching—they "loved going to school."

- The importance of good role models from other experienced teachers. (Ibid. p. 198)

While Renwick and Vize did not conduct a detailed study of the AGP, they did find (as we did) that most new teachers benefited from the .2 release time, although "there was considerable variation in the amount of time within the .2 teaching entitlement which was allocated to what might be properly defined as the professional development of beginning teachers." Both Renwick and Vize and this case study found that beginning teachers in secondary schools were less likely to receive release time for teacher induction activities. The effectiveness of the .2 release time depends on the relationship forged between the new teacher and tutor teacher. The most effective tutor teachers were proactive in their support.

School-level personnel concur that the local design and implementation of the AGP permits schools, tutors, and new teachers to deliver and receive support activities that better recognize individual needs and school culture. Although many of the activities delivered predate administrative reforms, the emphasis placed on the AGP has increased, particularly in primary schools, because of the school's new responsibilities in relation to registration.

School-level delivery systems build on the collaborative, but individualized, nature of New Zealand's schools. Each school visited stressed the openness, frankness, and willingness of staff to work together to identify and solve problems, including the development of new teachers. However, operationally, schools use widely varying practices to achieve their collaborations. In some schools, collaborations and decision making follow a hierarchical structure. In others, decision making is by consensus, and significant decentralization of responsibilities occurs within the school buildings.

TEACHERS SUPPORT RELEASE TIME

"Those who got the full entitlement describe the support it provided in such ways as 'a blessing,' 'lovely,' 'it's wonderful,' and 'I'm spoiled.' At the other end of the spectrum were a few beginning teachers, bitter and disappointed that they had not received the professional support to which they were entitled through the staffing allocation. Those who said they were getting most or all of the '.2 time' were: 66 percent of Auckland teachers; 79 percent of Wellington teachers; and 82 percent of Christchurch teachers."

Windows on Teacher Education, Renwick and Vise (1993)

The regional focus provided by the teacher support services activities allows the different service centers to tailor their programs to urban and rural teachers. In the latter case, more time is spent on networking and personal support. In urban areas, more time is devoted to instructional strategies and classroom management.

On the other hand, although interviewees consistently praised the teacher induction activities and the quality of new teachers, some, particularly those staff with long service, believe that the elimination of the inspectorate diminishes the status of newly registered teachers in the mind of teachers who were certified by the inspectorate and in the mind of the general public.

Reasons for Program Effectiveness

Much of the success of the teacher induction program in New Zealand can be attributed to exogenous factors. Within the educational community, particularly among teachers at a specific school, there is a high degree of *camaraderie and collegiality*. With few exceptions, the new teachers spoke of their colleagues, and colleagues spoke of the new teachers, as compatriots expected to help one another achieve both individual and common objectives. A corollary of this culture of collegiality is the teachers' *attitudes toward the professional development of new teachers*. Experienced teachers consider it their duty to pass on to the next generation of teachers their knowledge, skills, and experiences. Although they may have five or so years' teaching experience themselves, tutor teachers take their role of transferring the teaching craft to new teachers extremely seriously.

As noted earlier, this positive attitude toward professional development is shared by principals and senior management staff in schools and supported by their commitment to increasing the capacity of school personnel to perform effectively and by a commitment of resources from the BoTs that ensures that schools manage the funds to translate good intentions into workshops, retreats, release time, and so

on. Professional development receives an important share of school discretionary funds. These funds support activities that reinforce both attitudes towards professional development and the content of teacher induction activities.

The expectation that one will act as a tutor and do a good job tutoring as an implicit criterion for teacher *promotion* to a higher grade provides an incentive for tutors to perform effectively. In addition to the great personal satisfaction that tutors get from tutoring, the potential to receive a promotion and a higher salary indirectly compensates tutors who do not have senior teacher status for their additional teacher duties. Once they have been promoted to senior teacher or higher, serving as a tutor is a part of their normal duties.

The success of the teacher induction program since the 1989 reforms is inextricably linked to the *oversupply of teachers and quality of new teachers hired*. Those new teachers fortunate enough to obtain jobs have already overcome several hurdles. First, they were accepted by a college of education when these institutions exercised considerable selectivity in admissions, because the number of applicants considerably exceeded the number of student placements. Next, they progressed successfully through college training. Finally, some obtained a permanent position, or a long-term contract position. The quality of new teachers processed through school AGPs has been described as unusually high the past six years. Few new teachers failed to meet school expectations for registration or retention.

Remaining and Emerging Issues

The teacher induction programs operating in most schools are perceived as ensuring that only qualified teachers are registered, and that new teachers are provided sufficient support to ease their transition to teaching and to efficiently learn about the school's culture and operations. However, the program is not universally viewed as successful and will face new challenges as the supply of new teachers fails to satisfy demand.

- According to the TRB, in some schools, new teachers and senior management staff did not always have a clear sense of the registration process and documentation required by the TRB. This lack of understanding results in insufficient and inappropriate information being supplied by schools to the TRB. The TRB has then to seek clarification before fully registering the new teacher.

- The shift from an oversupply of teachers to a shortage raises issues for new teachers and New Zealand schools. First, in several years the quality of applicants for new teacher positions may be more mixed. Staff from two colleges of education acknowledge that the quality of their applicant pool declined this past year and that they anticipate this trend will accelerate in the years ahead because of the continued strengthening of the New Zealand

economy and low teacher salaries. In one case, the college is attempting to maintain student quality and has reduced the number of students (and faculty). Whether they will continue this policy is open to question.

- Second, just as competitive college admissions and an oversupply of graduating new teachers led to high-quality new teachers, principals and BoTs now fear that the potential for lower-quality graduates and an increased demand for teachers could reduce the quality of teachers registered in New Zealand. In some cases, schools may not be able to find either registered teachers who already meet minimum standards or new teachers who should be recommended for registration without dropping standards.

- Third, to increase the supply of new teachers, the previous Minister of Education proposed that alternative training programs be enacted to deal with the shortfall. Initial reaction from unions and education faculty has been negative.

- In purely economic terms, low teacher salaries relative to salaries in other sectors requiring not only comparable, but in many cases less, training impacts the long-term effectiveness of the teacher induction programs. Tutors, who often have about five years' experience, are less likely to remain in teaching than in previous years. Most of the new teachers interviewed for this case study did not expect to be teaching in five years. Teaching is increasingly viewed as a stepping stone to higher-paying jobs in other areas of education or in areas with high levels of personal interaction such as customer service management.

- With increased demand for teachers, as well as traditionally high levels of job mobility in New Zealand and the growing problem of attracting teachers to rural schools and "difficult" urban schools, the potential exists that a two-tiered system of teacher induction will develop. Wealthy and attractive suburban schools will continue to attract high-quality new teachers and continue to provide effective AGPs and other professional development activities (supplementing funds provided by the national government with school-raised resources). Less affluent and desirable schools will see the quality of their teacher forces and AGPs decline over time. One consequence of the devolution promulgated by *Tomorrow's Schools* is a widening of inequities among New Zealand schools. Will principals and BoTs, who currently maintain the quality of the teaching force, compromise their standards to ensure that their schools have teachers in the classroom?

- Since the reforms, the proportion of teachers receiving the .2 release time appears to have increased. However, the inability of teachers to obtain release time in rural and "difficult" urban schools remains an issue. The current legislation does not guarantee the new teacher either the .2 release time or the availability of an AGP. The school receives the .2 funding and can use the funds in any way. By tradition and encouragement, most schools use these funds to support new teacher induction. But some, often because they cannot arrange for substitutes, do not. Also, since registration

is voluntary[3], if a new teacher chose not to be registered (unlikely today but possible in the future, for some) the school would not offer an AGP.

- A related issue is the use of the .2 release time. The TRB recommends that new teachers take a lead role in developing their AGP, that the full .2 be available to all new teachers, and that the time be used for supplemental activities. In practice, new teachers do not always have input in the assignment of their tutor teachers, new teachers do not all receive their .2 time, and some new teachers are not able to take as great a role in developing their AGP as recommended because they are required to follow programs already prescribed by their AGPs. Also, some principals would like the ability to offer .1 release time for years one *and* two. Schools receiving "direct resourcing" have flexibility to experiment in this way; schools not participating in "direct resourcing" do not.

- Current support activities offered by the teacher support services do not reach all new teachers. According to two center directors, they do not receive sufficient funds to service most intermediate and secondary schools and some primary schools.

- Few linkages exist between the faculties of New Zealand's colleges of education and their former students or schools. Renwick and Vize found that half of the new teachers they surveyed had limited contact with their former colleges. This contact typically consisted of one or two occasions and one or two lectures. As much as anything else, the lack of geographical access to the college accounted for the absence of contact. Both colleges visited are increasing their involvement with schools and are trying to hire new faculty (often on a contract basis) with recent, firsthand experience working in schools. Even with this change in hiring practice, maintaining contact with former students is not viewed as a responsibility of college staff, nor is it rewarded.

- Lastly, the way in which new teachers are trained is being reevaluated in New Zealand. Until recently, all preservice training was provided by colleges of education. Now other educational entities are providing training and the possibility exists that others, including primary and secondary schools (through a teacher-pupil apprenticeship program), could offer training in the future. According to the TRB, some of these new providers are seeking approval to recommend their students for provisional registration.

Sustainability

The framework of the current teacher induction program has existed since 1989, but many program elements predate the reform. This suggests that the program has both strong support and resiliency. Although the program will face new challenges in the years ahead as it copes with emerging issues, it has an exceptionally loyal following.

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[3]As noted in footnote 1, recent legislation in New Zealand is to mean a return to mandatory registration for all teachers.

In facing emerging issues, the schools have numerous resources. The devolution to schools of the responsibility for implementing a teacher induction program—combined with an increased focus on professional development in schools, and the individual commitment of teachers and managers to the professional development of the next generation of teachers—has produced a cadre of professionals committed to the teacher induction program. For the foreseeable future, assuming that the .2 funding is available, one anticipates that schools will continue to offer AGPs.

However, the current program is expensive. For the past several years, several members of Parliament have discussed eliminating .2 funding as a means of reducing educational expenditures. To date, the .2 has not been seriously challenged. Although the current New Zealand economy is robust and growing, this does not mean that the funding for AGPs will continue. The government is trying to control the costs of education. At the same time, schools are faced with rapidly growing enrollment and teachers seeking salary increases.

For some schools, the ability to provide AGPs is either totally or substantially dependent on .2 funding. Some schools, through "direct resourcing" from the central government, generate discretionary dollars that can be used to support an AGP, if the government's funding for a teacher induction program is reduced. Yet, few schools can generate a comparable level of resources without access to substantial funds derived from schools' fundraising activities. However, money is not the only critical factor.

"Successful" AGPs also are highly dependent on the input (often in one's own time) and commitment of the tutor teachers who take on the role of supervisor/mentor.

The current teacher induction program in New Zealand appears to meet its objectives—of quality, acculturation, and support. Nonetheless, due to problems in attracting students into the colleges of education, the ability to maintain the quality of teachers is increasingly questioned by senior management staff and teachers. This past year, the applicant pool for each new teaching position shrank precipitously. Principals and senior management staff are concerned that the effectiveness of the current system may not be sustainable without introducing greater accountability and safeguards. The most common suggestion, by principals, senior management staff, and experienced teachers, to sustain the effectiveness of the current teacher induction program is to replace the registration process by returning to teacher certification by an independent body.

Adaptability

The New Zealand approach to teacher induction is characterized by decentralization and extensive teacher involvement. This approach thrives in schools with a strong culture of support. The schools visited are nurturing, encouraging cooperation among teachers and between teachers and administrators.

The success of the New Zealand program requires a personal commitment on the part of principals, senior management staff, tutors, and new teachers. Its success is not dependent on a formal structured program or well-articulated syllabus (see the Japan case study for an example of such an approach) but rather on a set of broadly defined criteria and a strong sense of professionalism. To adapt the New Zealand approach to another environment, all participants need to be willing to buy-in to the activities and be willing to invest themselves. This willingness to learn from each other and to develop a strong relationship among staff that transcends the typical conception for fulfilling job responsibilities is critically important. "Our AGP requires openness, leadership not bossing, and the initiative of teachers."

Each AGP depends on a specific individual for its focus, usually a principal or deputy principal. In creative, successful programs, this key individual establishes a vision. The vision is compatible with and grows out of each school's vision and culture. Schools that lack visionary leadership and a commitment to professional growth may have difficulty implementing a school-designed, individual teacher-focused support program. As one principal said, "It always comes down to the people involved. A culture of support is essential."

Equally important is the willingness to encourage and tolerate diversity in program design and implementation. The Ministry, NZQA, and TRB provide broad frameworks and some advice and guidance procedures, but considerable flexibility in program design is allowed . The most successful school programs are creative and focus on each new teacher's individual needs.

To adapt the New Zealand program requires a commitment of financial resources. New Zealand matches its rhetoric by supporting professional development with substantial funding. The .2 funding equates to approximately US$3,000 for each new teacher. In addition, schools provide money for the professional development of new teachers from school-level discretionary funds. Finally, the central government funds teacher support services and member-level priority professional development programs.

New Zealand's current program is successful, but it has not been tested by the demands of large numbers of new teachers that are expected to flood the educational system over the next five years. Institutionalizing individual-based support becomes logistically and managerially more complicated where tutor teachers must support more than two new teachers. In locales with large enrollment growth and high teacher turnover, school resources could become stretched. No safeguards exist in the New Zealand framework to monitor program quality and respond to declines in advice and guidance supports, should they emerge.

Conclusion

New teachers in New Zealand are provided a school-designed and implemented Advice and Guidance Program. The design and implementation of the program is guided by a framework developed by the Teacher Registration Board. A key element of New Zealand's approach to teacher induction is the provision of .2 time to new and tutor teachers to participate in support activities.

Common elements of the teacher induction program include use of a tutor teacher, observations by beginning teachers of other classrooms and schools, attendance at teacher support services courses, and observations by tutors of beginning teacher performance. Although they are a central feature of the TRB framework, assessment and completion of administrative paperwork to fulfill registration requirements are not predominant foci of teacher induction programs.

New Zealand's educational reforms are still being implemented. New roles and responsibilities have been established, curricula redefined, and new assessment policies are being put into place. Although the importance of teacher induction programs is well entrenched in New Zealand, the evolution of "Tomorrow's Schools" policies will have an impact on teacher induction.

HOW DID YOUR EXPECTATIONS FOR TEACHING CHANGE OVER THE FIRST YEAR?

"I became less of a perfectionist, although I still put in very long hours."

"Children are not going to learn to my expectations. It takes some longer than others at this age and you can't expect the same results. I used to feel that I failed and was inadequate when children didn't achieve what I expected. I'm more realistic now; more relaxed. My tutor was my rock to lean on."

"It's been wonderful. The staff at this school are so user-friendly. They listened to me from day one. It made the hours I worked worth it."

"I got faster and found out how I want to teach."

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CHAPTER 6

LESSONS LEARNED, CHALLENGES REMAINING

Jay Moskowitz

In all three APEC members visited during the case studies, and in many of those surveyed, the first year of teaching is viewed as enormously challenging and stressful for new teachers. The first year is also coming to be viewed as critical to the development of a quality teaching force, as it is a time when new teachers learn and hone their skills in practice, and when they are most likely to decide whether or not to remain in the profession.

APEC members that participated in this study are interested in developing and implementing adequate and effective teacher induction programs that address the challenges of the transition into teaching and that attempt to alleviate some of the stress inherent in the first year of teaching. Programs to support new teachers are garnering increasing attention and support from policy makers and educators in APEC members. However, substantial variation exists among APEC members in the features and robustness of their teacher induction programs and, although significant progress is being made, the implemented programs typically lag behind the rhetoric used to describe exemplary programs.

Teacher induction programs reflect a range of delivery systems and strategies. While no delivery system or strategy is necessarily superior to another (especially when examined from the perspective of the individual teacher), adequate planning and implementation of a multi-pronged set of activities have a higher chance of meeting broad policy goals for teacher induction than replicated strategies not tailored to their context. Our objective was to examine the most promising approaches and to share with APEC members lessons learned and challenges remaining.

The information collected by the exploratory survey and case studies is not exhaustive. Our intent was to describe several exemplary practices, and not to describe all program strategies, or to evaluate program coverage and effectiveness among all APEC members. However, the information collected does provide the basis for what has already been achieved and what remains to be done.

Lessons Learned

One of the main lessons learned from the APEC Teacher Induction Study is that, while APEC members implement a variety of teacher induction strategies through various delivery systems, commitment and context are far more important to "success" than are the particular systems or strategies used. Any teacher induction program is unique in that it is addressing particular needs, responding to a particular culture or tradition, and operating within a particular context. Thus, implementation of a "successful" teacher induction program appears to depend less upon the strict replication of successful strategies than on the program's ability to understand and respond to its particular context. What the APEC study found was that there are several common conditions that underlie some of the most supportive programs and that appear to be critical to their success. This chapter will discuss typical strategies implemented by APEC members and some of the common characteristics of supportive programs, as well as remaining challenges for future development and refinement of teacher induction programs.

Programs use a combination of strategies to acculturate new teachers and to promote their transition.

The teacher induction programs perceived as successful that we visited use a combination of four strategies to acculturate new teachers and to promote their transition. These strategies are: mentoring; modeling good teacher practice; providing targeted interventions, such as orientation and in-services; and minimizing assessment.

Mentoring

Mentoring is the most common teacher induction activity found among APEC members. However, as shown in the previous chapter, mentoring goes by many different labels in APEC economies, and it encompasses both formal and informal relationships and formal and informal strategies. In fact, effective mentoring transcends specific strategies. Like effective modeling of practice (discussed in the following section), good mentoring is seamless and flows naturally from the demands of the job and the needs of the new teacher.

Although the best mentoring transcends the specifics of particular teaching skills, the effective programs observed in this study combined obligatory mentoring duties with less formal arrangements that ensured that the new teachers would feel comfortable seeking advice and support from their more experienced peers. Chapters 3, 4, and 5 illustrate that the roles and expectations of tutor teachers in New

Zealand, guidance teachers in Japan, and peer and headteachers in the Northern Territory of Australia vary considerably. However, all mentors had specific tasks to perform, as well as a professional and personal responsibility to promote sound formal and informal relationships.

These mentoring programs operate in different cultures, and the contrasts among them can be striking; yet the programs share a common thread. In each case study, we found a teaching culture in which experienced teachers view mentoring as a professional responsibility. They view it as part of their job to pass on practical knowledge and to support the growth of new teachers, as they are expected to support the growth of their students. This professionalism exists regardless of either the respect accorded new teachers or whether new teacher compensation is below or above similarly trained personnel in other occupations.

In contrast to the traditional conception of a mentor found in business, only in isolated cases does one find new teachers selecting their own mentor. Principals and senior teachers typically choose the mentor for the new teacher. In most cases, this process works, in spite of the fact that very few mentors receive training in coaching and counseling. The seriousness that characterizes the selection appears, in most cases, to safeguard against inadequate or poorly delivered mentoring. On the other hand, mentors would like more training, and often feel they are not up to the task required of them.

Modeling Good Teaching Practice

During most of their training, new teachers focus on the theory of teaching, not on its application. In the case studies, regardless of specific location, new teachers generally stated that their practicums did not adequately expose them to the realities that they would face as a teacher in charge of a classroom. It can be concluded, then, that new teachers require more exposure to managing the classroom environment, disciplining disruptive children, working with students both individually and as a group, communicating effectively with parents, and working with their fellow teachers. Effective teacher induction programs support new teachers in these areas by providing time for them both to observe experienced teachers (particularly those teaching similar grades and subject areas) and to have their teaching observed in a non-judgmental, supportive way.

In the most supportive programs that we visited, observation is organic—an integral part of school operations for all teachers—in marked contrast to the staged nature of many teacher observation techniques used in assessment-oriented programs.

Movement between the new teacher's classroom and the experienced teacher's classroom is continual and expected by the new teacher, the experienced teacher, and the students. The observations are not disruptive, because they are commonplace and conducted by other teachers and not by the principal.

Since teachers participate in both solitary and collaborative activities, successful teaching induction programs need to help new teachers learn to find the right balance between these modes. For example, new teachers must learn to contribute to and to learn from group tasks such as curriculum development, syndicate planning (teachers grouped together to form a "school within a school"), and team teaching. These collaborative strategies can reinforce their teaching skills and build confidence for the time when teachers stand alone before their students.

In the best programs, modeling good teaching behavior occurs every day. Many successful programs use aspects of team teaching, such as grouping two teachers and their classes together, to foster the easy flow of communication and physical mobility between a new and an experienced teacher.

Targeted Intervention

Successful teacher induction programs deliver fairly elaborate targeted interventions. These interventions generally take the form of one-week to one-month orientations, activities that promote networking between teachers, and short-term in-service workshops that provide exposure to specific topics. The orientations typically are conducted at both regional and school levels. In the Northern Territory of Australia and in Japan, the orientation is prescribed and comprehensive; in New Zealand, while it tends to vary considerably among schools, it is a discernable activity. All three case study sites also include new teachers in school-wide, in-service activities, and provide them with in-service training of their own choosing. However, much of the targeted intervention is not like these models, and continues to be "just-in-time," responding to already identified problems, rather than addressing potential needs up-front or general professional development. It also is important to note that teacher induction does not supplant other professional training opportunities that offer more options.

Assistance not Assessment

Assessment is not a significant component of the case study teacher induction programs. The absence of serious concern by all participants in the teacher induction program about meeting certification and registration requirements

enhances the provision of assistance and support. Teachers do not feel threatened or even uncomfortable about being observed and asking questions that they fear will reveal professional inadequacies.

However, in some other teacher induction programs, assessment is more formal and is primarily used to "weed out" unqualified teachers. In such cases, assessment is linked so closely to certification or registration that it is sometimes difficult for a program of teacher support to coexist with assessment. Some new teachers have difficulty accepting guidance from and feeling comfortable with a mentor who is also a formal assessor. For instance, this is particularly difficult for new Aboriginal teachers because their culture traditionally separates the role of "help-giver" and "authority." Teachers in the United States have expressed similar sentiments when the mentor's judgement seriously affects the new teacher's future employment.

While APEC members organize their programs in a variety of ways, individual context is a far more important factor for "success" than which delivery systems or strategies are used.

APEC members use different program delivery systems to achieve their teacher induction goals. One way to characterize the delivery systems is according to who is primarily responsible for designing the programs. The case studies provide illustrations of member, jurisdictional, and school-level models. As shown in Chapters 3, 4, and 5, in particular, and in Chapter 2, more generally, the choice of a program delivery system tends to be consistent with a member's approach for the delivery of educational services. Therefore, one model is not seen as inherently better than another model. What the case studies show is the importance of context to adopting a particular approach. Context includes the myriad of political, cultural, economic, and organizational factors that influence the enactment and operation of government programs. Successful adaptation requires making modifications that context requires.

Member Model. Under what we will call a "member model," the member government primarily designs, funds, implements, and monitors the teacher induction program. In some cases, such as in Papua New Guinea, member models are extensions of the inspectorate's function of ensuring the quality of instructional practices. Therefore, in such an economy, the focus is on assessment. In contrast, Japan has built an assistance-oriented model as an extension of its teacher training. In fact, both Japan and Chinese Taipei are implementing forms of year-long internships for new teachers.

Jurisdictional Model. In contrast, in Australia, Canada, and the United States, with federal governments, the member-level ministries do not take an active role in teacher induction. Each state and territory has the authority to develop and implement its own teacher induction program. This delegation can go beyond the provincial level, as well. In the Northern Territory of Australia, for example, delegation to the divisions results in one basic model, with regional variations in focus and implementation. The teacher induction program is designed and implemented at the same level as are policies and procedures regarding recruitment, hiring, and certification.

School-level Model. A number of APEC members are now using strategies that require increased decentralization as a fundamental component of their educational reforms. In school-level models, principals, teachers, and other staff are responsible for designing and implementing each new teacher's induction program. We did not observe a pure school-level model in operation, however. Even in New Zealand, where schools play the major role in determining which strategies new teachers are involved in, the teacher induction programs operate within a member-designated framework. On the other hand, in Japan, with a primarily member model, the schools are being required to "customize" their strategies to local circumstances.

"Successful" programs have a culture of shared responsibility and support.

Experienced teachers at the school level were active participants in implementing teacher induction programs, and their strong sense of professional responsibility to support new teachers was widely evident. Experienced teachers—whether active as mentors, more informally as "buddies," or as ad hoc advisors—shared a common sense of duty to initiate new teachers and to ensure that high professional standards are maintained. Often program strategies impinged on teachers' personal time, yet, teachers did not seem to begrudge the time they spent supporting new teachers.

Beginning teachers consistently describe the steep learning curve (that results in 60- to 70-hour work weeks) during their first term. Experienced teachers play an extremely important role for new teachers during this period, by modeling good teaching practice and by providing practical advice about how to reduce the time spent preparing lesson plans and instructional resources. Administrators and experienced teachers share a concern that new teachers often have unrealistic expectations for themselves and their students. Experienced teachers can effectively transform the new teacher's unachievable goals into practices that promote effective

teaching. A common refrain of new teachers was, "I wouldn't have made it without (fill in the name)," who is another teacher in their school.

"Successful" programs encourage the interaction of new and experienced teachers.

New and experienced teachers move constantly between one another's classrooms—for visitations, observations, assessments, quick questions, or "keeping an eye on" students. Because both teachers and students are accustomed to this movement, it does not disrupt the class nor confuse the students with respect to authority figures.

Many of the most supportive and innovative programs we studied provide the opportunities for interaction among teachers outside the classroom. For instance, in some schools, teachers engage in group planning in teams, and in others, there are weekly meetings for teachers who teach the same grade level, to discuss various activities as well as the progress of students. Such structures serve as forums for new teachers to contribute meaningfully to the work of their colleagues and the school, and to form additional professional relationships. The meetings often build new teachers' self-esteem, by giving the newcomers a voice among colleagues, by serving as a learning experience in which new teachers can draw upon the knowledge and resources of others, and by establishing professional and social avenues of support.

The notion of teachers working together is clearly prevalent in "successful" programs, and one of the benefits of such interaction is that relationships between teachers and the guidance provided are quite natural. Thus, the mentoring that occurs is "authentic," with no sense of forced learning or companionship that is often complained of in other, less developed teacher induction programs.

"Successful" programs share a continuum of professional development.

"Successful" teacher induction programs exemplify the view that teachers are moving along a path of professional development. In each of these cases, all teachers are regarded as professionals, and most importantly, as learners and leaders along different points of a professional continuum. Thus, new teachers are, on the one hand, not expected to do the same job or possess the same skills as veteran teachers. On the other hand, they are still treated like professionals whose contributions are expected to require attention and development.

This philosophy manifests itself in several ways, such as in those previously discussed (i.e., experienced teachers helping new teachers and providing for the interaction of novice and veteran teachers), and in policy. In case study sites, new teachers sometimes are assigned to non-examination level classes or those perceived as less difficult, or they may be provided with release-time (time outside the class and covered by a substitute teacher) to participate in in-service training activities, workshops, or observations of other classrooms.

For example, in Japan, principals have the discretion to reduce new teachers' classroom hours and administrative duties, as well as assign them to classes perceived as less difficult — such as the middle elementary grades, wherein there are fewer child-developmental transitions. Teachers also are provided with at least two periods per week to be observed or to observe other teachers' classes, and at least three periods for consultations with guidance teachers.

The most "successful" programs down-played the role of assessment.

Even though in each of the programs studied assessment is used during a new teacher's tenure, it is never (at least in reality) the primary focus of the induction process. In fact, the role of assessment is significantly downplayed to the point that many teachers are not cognizant of many evaluations, or, in the least, do not worry about meeting the criteria. Many even come to view the reviews as highly supportive.

One aspect of assessment in these sites, that is particularly different from places where assessment is a key feature of induction, is that assessments are informal, frequent, and performed by other teachers. Because new teachers are used to having their teaching observed by other teachers, and subsequently receiving constructive feedback, when the more formal entities (like principals or assessment board designees) observe new teachers for evaluation purposes, new teachers are accustomed to and prepared for the observation. It is rarely the case that even the most formal entities seem threatening. In the Northern Territory, regional officials conduct as few assessments as the regulations allow, and when a beginning teacher fails to develop the skills to meet evaluation criteria, it is looked upon, in part, as a failure of the system to provide the new teacher with the proper aid.

The most "successful" programs amass political, financial, and time commitments from relevant authorities.

Political and Financial Commitments. As with most major educational programs, the political commitment of member, jurisdictional, and school-level personnel is critical for the establishment and continued existence of a teacher induction program. The greater the political commitment, the more likely that financial commitment will be forthcoming, and that the political rhetoric supporting new teachers will be translated into real programmatic strategies.

In none of the case-study economies did we observe that the political commitment for teacher induction was especially high. Teacher induction did not garner a great deal of political attention or a great deal of time from educational administrators. In contrast to the dominant issues of educational reform, curriculum restructuring, and education finance, teacher induction received little attention. Yet, the political commitment was high *enough* in these case study sites to result in the commitment of financial resources sufficient to support a range of teacher induction strategies.

Once established, support for teacher induction programs appears to be fairly easy to sustain. Although little empirical evidence exists about the effectiveness of members' teacher induction programs, so far, only a few programs have been eliminated or have faced reduced funding, despite increasing competition for educational resources in many APEC economies. However, the information we received may be biased and may not include cases where reduced political and financial commitment led to a curtailing of teacher induction strategies.

Time Commitment. Teacher induction programs can consume anywhere from marginal to substantial amounts of time. For example, several APEC members, such as Japan and Chinese Taipei, are implementing "bridging years" between the end of preservice training and assignment as autonomous classroom teachers. New Zealand provides an amount of time equal to one day a week for teacher induction. These time commitments translate into equivalent financial commitments. In contrast, other programs of a more limited scope consume only several days before the start of the school year, and they require minimal planning time to develop.

These examples illustrate variations of when and how time is used. Often APEC members' desire to provide more time for orientation, mentoring, in-service, and other teacher induction strategies outstrips their capacity to provide those services, because of financial resource constraints.

"Successful" programs have clearly articulated goals.

We identified four primary goals for teacher induction services. These goals are not necessarily mutually exclusive, and some members are pursuing multiple goals. The most frequently discussed use of teacher induction programs is *to provide a support bridge* that eases the passage from being a student of teachers to a teacher of students. In some cases this bridge has a fixed structure, and all new teachers are directed to cross the bridge in an identical way. Programs that rely heavily upon orientation that takes place prior to the start of the school year, for example, typically induct new teachers through group strategies. On the other hand, programs using informal mentoring are more likely to be individualized.

Another common program goal is *to meet individual teacher needs*. Schools in New Zealand are supposed to work with each beginning teacher to design a teacher-specific induction program. The Northern Territory of Australia pursues both the bridging goal and the individual goal with different teacher induction strategies.

Many members have *assessment* as a goal of their teacher induction program. Assessment refers to those strategies, such as planned observations, required of new teachers to satisfy certification or registration requirements. These assessments can be extremely important and can determine a new teacher's likelihood of continuing employment. Considerable controversy exists in the literature and among developers of teacher induction programs and new teachers as to the role assessment should play in a teacher induction program.

Our information suggests that having assessment as a goal has little bearing on whether the teacher induction program is supportive or not. It is how dominant a role assessment plays vis a vis assistance that determines how the program is perceived by new teachers, and the extent to which the program provides support. For example, many teacher induction programs in the United States ostensibly combine assistance and assessment, yet are so closely tied to requirements for teacher certification that new teachers find little support. On the other hand, in programs in the Northern Territory of Australia and New Zealand, assessment and assistance are so closely linked in actual operation, and assessment is sufficiently downplayed by mentors and administrators, that the distinction that exists in program descriptions is illusory. These teachers have even come to view the assessments as highly supportive.

The ability to provide a distinction between assessment and assistance in the mind of some beginning teachers also is extremely important and may be influenced by cultural factors. As discussed in Chapter 3, Aborigines, for example, do not respond in the same way as non-Aboriginal new teachers in the Northern Territory, when peer teachers advise as well as evaluate their performances.

Finally, many teacher induction programs seek *to acculturate beginning teachers* to the norms and values of teaching, to school culture, and to school policies. Most new teachers, after one year, believe that current student-teacher practicums provide a synthetic experience that will not translate into "real-life" situations. Student-teachers often have limited classroom-management exposure (since the classroom environment was created by and is maintained by the regular classroom teacher), no interaction with parents, and fewer required preparations than they face as new teachers. When they become teachers, they must deal with each of these situations, as well as learn school policies and procedures, work with subject and curriculum-development staff, and balance overwhelming professional demands with personal survival. In interviews, teachers often told stories of how, at the beginning of the school year, their ignorance of other cultures and of differences in the way their assigned school operated compared with the one where they did their practicum, resulted in embarrassment, confusion, and sometimes conflict. Several of the induction programs we examined sought to overcome these hazards by providing new teachers with orientation to their particular school environment, or by assigning mentors to "show them the ropes."

Remaining Challenges

Existing teacher induction programs, even those perceived as highly effective and successful, do not meet the expectations of APEC policy makers and educators. Our respondents indicate that they want better teacher induction programs and want to ensure that these improved programs are available to all new teachers. At the same time, however, there are threats, in some APEC members, to the continued existence of current programs.

Missing Program Elements

Administrators, both at teacher-training institutions and in the schools and jurisdictions, say they want closer links between the faculty and new teachers. However, *the links between preservice training and new teachers are tenuous*. Faculty at teacher-training institutions rarely have contact with graduates. While

many teacher-training institutions discuss revisions to their curriculum to make them more school-based and relevant to new teachers, few changes in faculty behavior get reported. Faculty have little incentive to maintain contact with graduates, as their performance is rated on teaching, publishing, and working on faculty committees, not on follow-up.

In Chinese Taipei, through its internship, the linkage between preservice and new teachers is designed to be strong (at least for one year). However, the capacity to forge greater linkages to preservice training institutions may be difficult for many APEC members, because of budgetary constraints. In both Australia and New Zealand, for example, working with new graduates is not likely to be a very high priority, when the perceived greater challenge is responding to new curricula and other educational reforms.

Another missing program element is formative and summative evaluations. Only rarely are teacher induction programs systematically evaluated. New teachers usually are asked only to complete a survey evaluating a workshop or orientation presentation. As discussed in Chapter 4, Japan's Ministry regularly evaluates its programs. Another partial exception is the study by Renwick and Vise in New Zealand, which tracks a cohort of students of teaching from beginning preservice education through their first year on the job. This study provides insightful information on the growth, problems, and transitions that teachers experience. As a result, it gives program developers useful information for determining what strategies are likely to be useful. However, Renwick and Vise did not attempt to determine the effectiveness of New Zealand's teacher induction program.

Conducting summative evaluations is particularly difficult, as many teacher induction programs lack well-articulated goals and standards. Obviously, teacher induction strategies are only one piece of a larger picture that leads to improved retention, higher quality teachers, and smoother acculturation; and aspects of training, recruitment, assignments, assessment, and educational reform are intervening factors affecting any evaluation of teacher induction programs. Regardless of these and other complicating factors, more systematic evaluations could promote better program development and implementation. Continued reliance on anecdotal evidence could prove dangerous in times of increased difficulties in maintaining political and financial commitment.

Improved Student Teaching Practice

Teacher induction programs should build upon preservice training. Conversely, preservice training should be informed by the needs of beginning teachers. Today, in all too many places, new teachers receive little practical experience during preservice training. In addition to increasing linkages between faculty and new graduates, opportunities exist to improve student practicums. New teachers in this case study consistently commented on the need for more realistic practicums. They believe, rightly or wrongly, that their transition would be smoother if they had to deal with more realistic classroom-management problems and with parents, before they were assigned full responsibility for a classroom of students. The Japanese transition year and the Chinese Taipei internship represent models for increased practical training. They are expensive to implement, but may be highly cost effective, in the long run, if they result in higher morale, increased teacher retention, and better teaching. Designing effective lower-cost alternatives will be challenging.

Budgetary and Political Pressures

It is clear from responses to the exploratory survey and case studies that the future for teacher induction programs is increasingly unsettled. Although infrequent, several APEC members noted the termination of programs or strategies, due to budgetary constraints. Other programs are being reduced or are trying out less expensive strategies, as an alternative to strategies that can no longer be afforded.

During times of mounting fiscal pressure, the importance of having a strong program advocate increases. The level of political commitment required to sustain a program is not constant; it shifts as economic pressures and political agendas shift. Will teacher induction programs that have survived changes in personnel over the years (such as those in the Northern Territory of Australia and New Zealand) continue to thrive when there is pressure to increase teacher salaries and reduce expenditures? Only time will tell.

Equity

In most APEC members, not all new teachers partake of all teacher induction program activities. Often, wealthier jurisdictions and schools are able to provide more teacher induction strategies than poorer communities. Thus, teachers in urban or rural schools may be more or less likely to participate.

The quality of the programs also varies. Wealthy schools or jurisdictions can supplement national and jurisdictional resources, not only to reach more teachers, but to provide more in-service training, longer orientation, specialized content-area support, and other strategies. From our interviews, mentors also are more likely to receive time off to work with beginning teachers in schools with greater resources.

Some commentators fear that over time, two classes of teachers could emerge: one more highly qualified, through selection and recruitment, as well as induction, and another less qualified. Equity in the provision and distribution of quality teachers is critical to the success of educational reform.

Other Challenges

In developing and maintaining an effective teacher induction program, one also must confront issues permeating the teaching profession in some APEC economies. Teaching is often a low-status, high-stress, low-pay, predominantly female occupation. Turnover is high, particularly in certain rural and urban areas, and in developing economies where females increasingly have more job opportunities. Many new teachers are drawn from classes and cultures different from the students they are asked to teach. Changes are occurring even in economies where these problems are less apparent, such as Japan, the Republic of Korea, and Chinese Taipei, where teachers traditionally have enjoyed good pay and high status.

Several APEC members are beginning to introduce annual performance evaluation for public employees, including teachers. Drawing upon business models for continual improvement, these evaluations replace a system that most new teachers anticipated when they chose their field, (i.e., a system in which they received permanent certification and automatic, seniority-based raises). Teachers are, therefore, apprehensive of these newly implemented personnel systems. They fear that the evaluation process will require them to constantly prove themselves, but will not emphasize improvement.

A Time of Change

As a result of these lessons learned, and as a result of the remaining challenges observed, we conclude that a teacher induction program cannot be static. It is a product of its environment, and it is a force affecting that environment. An effective program can help alleviate stress and make new teachers feel good about their accomplishments; and it also can help to produce better teachers.

With many APEC members experiencing large increases in the number of new teachers (caused by enrollment growth, retirements, and turnover), it will be extremely difficult to achieve the goals of many education reforms without providing better teacher induction programs. Such reform goals as achieving higher standards, introducing new curricula, and transforming teachers from imparters of knowledge into coaches and motivators depend upon the capacity and the willingness of teachers to change. A teacher induction program can serve not only to acculturate the new teacher to new goals for education, but as a model for the professional development of all teachers.

APPENDIX A

RESEARCH FRAMEWORK FOR APEC STUDY ON TEACHER INDUCTION

APPENDIX A

RESEARCH FRAMEWORK FOR APEC STUDY ON TEACHER INDUCTION

The purpose of this study is to describe practices of teacher induction across APEC members and to provide members with detailed information about selected models that are viewed as successful. Teacher induction refers to those practices used to help beginning teachers become competent and effective professionals in the classroom. The audience for the study consists of educational administrators at the APEC member, state, provincial or regional, and local levels; education policy makers; and the people who provide training and mentoring for teachers—that is, educational leaders responsible for enhancing teacher performance.

A U.S. planning group which met at Pelavin Research Institute in Washington, D.C., on November 29, 1994 proposed that the purpose of the study is to identify:

(1) Aspects of the structure of the education system and historical and cultural factors that affect teacher induction;

(2) Prominent features of successful models of induction across APEC members.

The group also proposed that the study have two components. The major activity would be a set of case studies designed to collect and analyze indepth information about teacher induction models that are viewed as successful. The other component would be an exploratory study, which would build on the written reports from Phase I of the APEC Teacher Training and Professional Development Study, conducted before the case studies. The purpose of the exploratory study would be to compile a broad base of information about both typical and successful teacher induction models as well as background information relevant to understanding teacher induction.

The framework presented below is divided into two sections. The first section presents the major research questions for the study. The second section discusses the study's two components.

Research Questions

As they represent the major research areas for the study, the questions listed below would shape the protocols for the case studies. However, it should be understood that they would require refinement after the exploratory survey has been conducted and the issues related to teacher induction are better known. More detailed protocols would be designed before the site visits.

I. ***Historical and cultural factors and aspects of the structure of the education system that affect teacher induction***

These questions are posed to help the audience understand and learn how contextual factors shape and modify the programs designed to support beginning teachers.

A. What is the nature of teaching work?

- What are the responsibilities?
- What is the teacher's role? (Instructor, role model, researcher, disciplinarian?)
- How is a teacher's daily time allotted?
- What are the administrative expectations of teachers (i.e., the extent that teachers are expected to complete paperwork on their students such as attendance records, grades, letters to parents, etc.)?
- Is there an even focus on subject knowledge and on child development or is one more heavily emphasize than the other?

B. What is the status of the teaching profession in general and how are teachers accorded respect (through tangible factors such as salary and intangible factors such as prestige)? How does the status of teaching compare to that of other professions?

C. What, if any, are the formal and informal relationships and interactions between faculties of universities or other teacher preparation institutions and classroom teachers at the primary and secondary levels? How have these relationships changed over time?

D. Have there been recent changes in who enters the teaching profession? If so, are these changes due t:

- economic changes?
- social changes?
- changes within the student population, thus changing the pool of applicants to teacher education programs?

II. *Prominent features of successful models of induction across APEC members*

By examining the following research questions, the audience would gain indepth knowledge about the induction practices selected for the case studies.

A. What are the formal structures currently in place which support the learning of beginning teachers (for example, mentoring programs where a new teacher studies with a master teacher or mentor; in-service training meant to give new teachers specific suggestions on both content and methodologies which they can utilize in their own classrooms; model classrooms where new teachers can observe master teachers at work; team teaching where teachers, both new and master, teaching at the same subject at the same level work together to design lesson plans, teach different segments to all students, and create quizzes and tests, etc.)?

- What is the purpose of these different models?
- What are the practices (one model, multiple models)?
- What is the content of these different models?
- Who participates in the induction programs (inductees, experienced teachers, administrators)? How are participants selected? What are the criteria for selection? What are their roles?
- How is time structured for induction? Do induction activities occur during the regular school hours, after school, on weekends, during the vacation time, or some combination of these times?
- What is the average length of induction experience for teachers?
- Where do these activities take place? If they take place in schools, what space is used?
- What is the rationale for using the particular physical and time structures described in the answers to the previous two questions?
- How much time was needed to plan and implement this program at the site where the case study is being conducted?
- How long has this program been in operation and what motivated its adoption?

B. Who was responsible for designing the induction models (e.g., government authorities, universities)?

C. Who administers the program?

D. What is the cost per beginning teacher of running the induction program (in local

currency and percentage of educational expenditures)? (Please break down the costs by additional salaries and stipends paid, materials, overhead, and any other substantial costs.) (If available, please breakdown costs by model.) Who pays?

E. What are the connections between induction programs (support programs for beginning teachers) and preservice training (the formal training which led to the granting of a teaching credential)? Are there any incentives, either financial or otherwise, which encourage these connections?

F. What are the connections, either formal or informal, between the primary and secondary schools and the universities or other schools of teacher preparation and certification which link theory to practice? Are there any incentives, either financial or otherwise, which encourage these connections?

G. How does the school system organize recruitment and initial placement of beginning teachers?

H. What are the criteria and methods of assessing the effectiveness of an induction program? Do the criteria for assessment match the stated objectives of the program?

- What methods are used to assess the performance of beginning teachers?
- How are the results of assessment used to help teachers improve their performance? What are the rewards/incentives for good teaching? What are the consequences of poor teaching?
- Are the methods which the induction models employ perceived as useful by beginning teachers? By veteran teachers? By school administrators?

Procedures

As described above, this study will have two parts, an exploratory study and a set of case studies. Together these two parts will provide APEC members with an understanding of the teacher induction system in participating members and with in-depth knowledge about selected induction models.

Exploratory Study

The purpose of the exploratory study is to identify and describe the different models of induction in each APEC member, thus providing an overview of the various programs and the necessary background with which to refine the research protocols for the case studies. A number of information collection strategies will be used, including a literature review, interviews with people knowledgeable about teacher education in APEC members, and a brief survey about typical and exemplary models of teacher induction distributed to participating APEC members.
(The survey questions will be developed after initial information has been collected. It is expected that contact persons for the study in participating members will be responsible for completing the survey.)
This study will build on the results of Phase I.

Case Studies

The second part of the study—the case studies—will consist of several activities: the selection of sites; the development of protocols; the site visits and collection of the data necessary to address the research questions; and the analysis of data.

Assuming candidate sites and selection criteria have been identified during the exploratory survey study, representatives from several APEC members may serve as advisors during the selection process. Given the limited number of case studies, specifying some commonalities in advance will facilitate comparative analyses after the data are collected (e.g., it may be decided to focus on models in urban or rural areas, or on models at the primary or lower secondary level).[1] Models studied must be in operation long enough to be viewed as successful.

After the sites are selected, approval to conduct a case study visit in a given member will be obtained from the appropriate authorities. Also, advice will be sought on the appropriate practices/protocols for gaining full access to the sites. It is expected that the visits will last approximately one week.

The research questions for the case studies require that information be drawn from a variety of sources. These sources include teachers, school administrators, local or regional administrators, people who work at the Ministry of Education or Department of Education, those responsible for implementing the induction program, and any others who may be knowledgeable about schools and teacher education in the APEC members. This range of interviewees will serve to give the audience a full understanding of the strengths as well as the possible areas for improvement or concerns for each of the induction models. The following matrix illustrates the data elements needed to answer the research questions and the sources from which the information may be drawn. Data sources will vary depending on the site. (See matrix, page 8.)

Analysis of the Data

After the literature review has been completed and the case studies have been conducted, the research team will analyze the data. Details on the various sites provided by the literature review and transcriptions of the interviews and summaries of the survey responses will form the foundation of the analysis. Case studies of each induction model will provide the basis for cross-site comparisons. This analysis will attempt to answer three general questions:

- Are there common factors across all models and members? If so, what are they?
- Are there unique models or parts of models? If so, what are they?

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[1]These levels correspond to ISCED 1 and ISCED 2, using classifications developed by UNESCO as a means of compiling internationally comparable statistics on education. ISCED refers to *International Standard Classification of Education*. Given that upper secondary (ISCED 3) level education may not be compulsory and not attended by large percentages of students in some members, primary or lower secondary may be more appropriate.

- If unique models are identified, what can other APEC members learn from them? Do they depend on particular contextual factors for their success?

The products of this study could consist of one or more of the following elements:

(1) a stand-alone volume of case studies;

(2) cross-site analyses;

(3) a report on lessons learned; or

(4) a stand-alone volume of exploratory studies.

An analysis plan will be reviewed by advisors from the United States and other APEC members.

Suggested Timeframe for APEC Study on Teacher Induction

December	Summary of November meeting with outside advisors Draft research framework
January	APEC member meeting Draft of brief survey on induction practices Distribution of framework to outside advisors for comments
February	Distribution of brief general survey to contact person in each APEC member Interviews with people knowledgeable about teacher education in each of the APEC members
March	Development of case study protocols Analysis of returned surveys
April	Meeting for site selection of case studies Survey analysis continued Design of case study protocols/refinement of research questions
May	Establish contact and schedule for site visit
June-September	Case studies
August-November	Write draft reports Complete any necessary follow-up
November-January	Complete review and revisions
January 1996	Present findings to APEC Education Forum

DATA ELEMENTS AND CORRESPONDING SOURCES

Data Element	Interviews with district-level administrators	Ministry of Education Survey	Interviews with those responsible for implementing programs	Interviews with university-level staff	Interviews with teachers	Interviews with school-level administrators	Interviews with knowledgeable informants at the sites	Interviews with beginning teachers only
	Data Source							
Description of types of induction programs used and the emphasis of these programs	■	■	■					
Description of links which exist between primary and secondary schools and Schools of Education			■	■				
Information on recruitment and initial placement of teachers in a school system	■				■			
Information on preservice training				■	■			
Information in teachers' daily schedules					■	■		
Description of the teacher's role					■	■		
Information on the impact of social and economic change on the teaching profession	■			■	■	■		
Information on the status of the teaching profession							■	
Information on perceptions of teaching from within the teaching ranks					■			
Information on the assessment of beginning teachers	■			■	■	■		
Information on the perceived value of the induction program to the inductee								■
Information on the perceived value of the induction program to those responsible for implementing the program			■					

APPENDIX B

EXPLORATORY SURVEY OF APEC MEMBERS ON TEACHER INDUCTION

APPENDIX B

EXPLORATORY SURVEY OF APEC MEMBERS ON TEACHER INDUCTION

On the following pages is an exploratory survey about teacher induction programs or practices that may exist in your education system. Please answer as completely as possible all of the questions on the exploratory survey. It is not necessary to answer the questions in the exact order that they are presented, nor must you answer each question separately. However, please answer the questions within the following topic areas: teacher induction (including programs or practices that exist in your education system, participants, and mentors or guidance teachers), government policies related to teacher induction, financing teacher induction, outcomes to teacher induction, and future plans.

Your education system may have several programs or one national program of teacher induction. When answering the questions on the exploratory survey, please choose the program or programs that best represent the current practice in your education system. These programs can emphasize both formal and informal efforts related to teacher induction. Alternatively, if your system is highly decentralized with respect to teacher induction programs or practices, you may submit one or more responses from separate jurisdictions.

To clarify the survey, several terms are defined:

- teacher induction - those practices used to help beginning teachers become competent and effective professionals in the classroom.
- teacher induction program - the actual process or procedures that are implemented in your education system to assist beginning teachers.
- inductee - a novice teacher who is being introduced to the teaching profession.
- mentor(s) or guidance teacher(s) - individuals who play a significant role in offering guidance and assistance to beginning teachers.
- "successful" teacher induction program - a program that leads to increased teacher retention and/or to development of effective skills and positive attitudes toward teaching.

Your response to this survey will be included in a report consisting of chapters that represent each APEC member and a chapter that synthesizes key findings. The report will be similar to the document developed in Phase I of the Comparative Study of Teacher Training and Professional Development. In addition, these responses will be sources to identify possible case-study sites for the second component of this project.

EXPLORATORY SURVEY OF APEC MEMBERS ON TEACHER INDUCTION

Teacher Induction

General Strategies

1. Do formal or informal structures or procedures exist in your education system to help new teachers adapt to the classroom environment during their first few years of teaching? Please describe briefly the structures and procedures that exist, how they are implemented, and how commonly they occur in your education system.

2. What connections (formal and informal) exist between pre-service teacher education programs (the formal training which prepares individuals for a job as teacher) and efforts to guide, train, and support new teachers in their first year in the classroom? Are there policies or incentives, either financial or otherwise, which encourage connections?

3. Please describe briefly and compare the responsibilities and time-use of a first-year teacher and an experienced teacher (an individual who has been teaching for a number of years)? For example, a first-year teacher may have fewer hours assigned to teach in the classroom than an experienced teacher, or an experienced teacher may have more administrative, research, or other responsibilities.

Teacher Induction Programs and Practices

4. What are the teacher induction programs or practices currently in place in your secondary education system which support beginning teachers at both the primary and secondary school levels? Please describe briefly your teacher induction program(s) and practices, and specify how they are used. Examples of components of teacher induction programs and practices include:

   - mentoring arrangements where a new teacher works with one or more experienced teachers, master teachers or mentors;
   - seminars or meetings meant to give new teachers specific suggestions on both content and methodologies which they can utilize in their own classrooms;
   - model classrooms where new teachers can observe master teachers at work;
   - team teaching where teachers, both new and experienced, teaching the same subject at the same level work together to design lesson plans, teach different segments to all students, and create quizzes and exams, etc.

5. In assisting new teachers, on which of the following areas does your teacher induction program focus:

   - teaching methods
   - curriculum content
   - advising students
   - classroom management

- familiarity with school policies
- working with parents
- participating in curriculum and school reform
- carrying out school administrative tasks
- other (please specify)

Choose all that apply. For each area focused on, how does the teacher induction program assist the teacher?

6. Over what period of time do teachers participate in an induction program (for example, 6 months, 1 or 2 years)? Is there a formal conclusion to the induction period (for example, is there a test or review that indicates completion and moving from "new" teacher to fully qualified teacher)?

7. How much time do participants spend in teacher induction activities? Do the activities occur during regular school hours, after school, on the weekends, or a combination or these times? If so, please specify.

8. Are beginning teachers provided support (for example, release time, a substitute teacher, additional money, or a lighter class load) so that they may participate in induction activities? Are master teachers provided support to participate in induction activities?

9. Is there a system in place to discuss with teachers how they are progressing during their first year of teaching? If so, what is the system?

10. Are beginning teachers provided opportunities, as part of the induction process, to observe and/or participate in teaching and learning activities in exemplary classrooms or schools? If yes, how often do teachers participate?

11. Are tertiary education faculty involved in the induction programs in your education system? For example, for research purposes or for assisting beginning teachers to make the transition into the classroom environment? Please describe briefly how faculty participate in your induction programs.

Participation

12. Who participates in the teacher induction programs? If not all "new" teachers, is this because of capacity problems (for example, there are not enough trained mentor teachers)? Do new teachers have a choice about whether or how they participate?

13. What percentage of <u>new</u> teachers in your public education system are involved in teacher induction programs?

Mentors or Guidance Teachers

If your teacher induction program includes mentors or guidance teachers, please address the following questions:

14. Who provides the mentoring or guidance to new teachers (for example, experienced teachers, administrators)?

15. What is the selection process for choosing an individual or team to mentor or guide beginning teachers? Are they in the same subject or grade level as the beginning teacher? Do they need a minimum number of years of teaching experience?

16. Is there a training system in place for mentors? Describe briefly this training system.

17. What incentives exist for individuals to become mentors (for example, does their salary increase or does experience as a mentor help in promotions)?

Government Policies Related to Teacher Induction

18. Does your education system have a universally implemented teacher induction program or do local or provincial entities decide individually the induction program to be used? If local or provincial entities choose independently, do the programs vary significantly? Please describe briefly how and why the programs may differ.

19. Is the induction period required for teacher licensure or registration in your education system? Is it required for permanent assignment of employment? For advancement?

20. Are teacher induction programs perceived as a way to increase teacher retention in general or for specific teachers in short supply (for example, secondary education science teachers)? If so, how?

Financing Teacher Induction

21. In a typical year, what is the budget to run an induction program or otherwise provide support, guidance and training for beginning teachers? Please address this question in terms of: (a) local currency, per inductee and (b) induction program cost as a percentage of total educational expenditures. What amount is provided to a typical school?

22. Do schools get additional financial resources for taking on a new teacher? For example, do schools receive additional financial support for mentor teachers or for extra teachers to either mentor or substitute in the new teachers classroom?

23. Was the teacher induction program(s) or practices that were chosen by your education system mandated by the national (or provincial, etc.) government? If yes, do they finance the induction program(s)? If they do not, who finances the program(s)?

24. Are beginning teacher salaries reduced while they participate in an induction program, for example, during a "probation" period? Does their salary increase upon completion of the program?

25. What are the major expenditures to run a teacher induction program? For example, is the money spent on mentors, workshops, or extra teachers? Please describe briefly how the money is allocated.

Outcomes of Teacher Induction

26. What, if any, evaluation is conducted to determine the effectiveness of teacher induction programs or practices?

27. What are the known or perceived outcomes of your teacher induction programs?

28. In general, would you say these programs or practices are judged as successful in supporting beginning teachers? How does your education system assess success? Please discuss.

Future Plans

29. Are there reforms in place to change the current teacher induction program(s)? In what way do you expect the induction program(s) currently implemented in your education system to evolve over the next 5 years?

30. Are there teacher induction programs or practices in your education system that have been discontinued? Please describe briefly the reasons why the programs or practices no longer exist.

31. Do innovation and/or unique approaches to teacher induction exist in your education system? Please describe briefly. (You may also wish to consider those programs that are under development and not widespread in your education system).

APPENDIX C

APEC MEMBERS' TEACHER INDUCTION PROGRAM HIGHLIGHTS AND IMPORTANT FEATURES

APPENDIX C

APEC MEMBERS' TEACHER INDUCTION PROGRAMS
Highlights and Important Features

	Organization	Program Type(s)	Participation	Financing	Point of Interest
Australia*	Teacher induction is the responsibility of the territories and provinces. Most have implemented a program, although method varies considerably.	Mentoring, Peer Probation, In-Service Training, Model Classroom Observations, and Team Teaching	Induction is not mandated at the national level. In most systems, 75-100 percent of new teachers participate.	Funding induction is a territorial responsibility, hence funding practices vary considerably.	Teacher induction in the Northern Territories, in particular, focuses on teacher retention — for schools which are more isloated with a large Aboriginal population.
Brunei Darussalam	There are teacher induction programs which are informal and school-run.	Informal guidance, Observations and Orientations by the principal of the school	All beginning teachers participate in informal induction, to varying extents.	Neither the national government nor the local schools allocate any of their budget for induction activities, as the activities conducted are informal in nature.	A National Task Force highlighted teacher induction as an area of critical need and is assessing methods of establishing a more systematic in-service education for new teachers.
Canada**	Teacher induction is the responsibility of the various provinces. Not all provinces have established teacher induction programs.	Mentoring and Model Classroom Observations	Participation varies across the provinces and localities. In Quebec, all beginning teachers are mandated to participate in a probationary period.	Provinces, localities, and schools fund their induction programs.	Several provinces are seeking to reform their induction systems. In Quebec, a one year clinical training is being considered to replace the probation system.

APPENDIX C (Continued)

APEC MEMBERS' TEACHER INDUCTION PROGRAMS
Highlights and Important Features

	Organization	Program Type(s)	Participation	Financing	Point of Interest
Chinese Taipei	The 1994 Teacher Training Act mandated a one-year teacher internship following four years of pre-service education and preceding graduation. Students work as full-time teachers, receiving assistance and evaluation.	Internships (main component), Workshops, and Guidance from university professors	All fifth year teaching students are mandated to serve one year in the full-time teaching internship.	Not Available.	Chinese Taipei is transitioning to an internship model. Future reforms may include more methods of assistance (such as mentoring) and greater connections to higher education.
Japan	Japan has an extensive formal program which has been gradually implemented since 1988. The program is run jointly by prefectural boards, municipal boards, and the Ministry of Education.	Mentoring, Seminars and Meetings, Model Classroom Observations, and Outside Training including 4+ day excursion and "Onboard Training" in harbor locales for recommended teachers	All newly employed teachers in elementary, secondary, and special education schools — about 18,000 in 1994 — participate in induction.	Except for "Onboard Training," which is exclusively funded by the Ministry of Education, the prefectural boards and the national treasury split the cost of induction activities.	Teacher induction program is marked by a strong guidance component and infused with the national commitment to professional development of teachers.
Indonesia	There are no formal programs particularly for new teachers, although programs exist which benefit new teachers.	Not applicable.	Not applicable.	Not applicable.	Officials are considering reforms which would establish a teacher induction program and upgrade the level of pre-service education.

APPENDIX C (Continued)

APEC MEMBERS' TEACHER INDUCTION PROGRAMS
Highlights and Important Features

	Organization	Program Type(s)	Participation	Financing	Point of Interest
Republic of Korea	Korea has a mandated induction program which is provincially-run and essential for permanent teaching assignment.	Seminars and Meetings, Model Classroom Observations, Advice from principals, and Teacher Meetings	All beginning teachers are mandated to participate in a pre-appointment induction program of 60 hours.	Provincial governments choose and fund teacher induction programs.	Korea's teacher induction system is fairly structured and focused on educating and inspiring teachers to their roles and responsibilities. There are plans to introduce a Master Teacher System.
New Zealand	Teacher induction in New Zealand is school-run, according to national guidelines, and used for licensure.	Mentoring, Observations, and In-Services	All beginning teachers participate during their first two years of provisional teaching.	Teacher training institutes help fund schools and their induction programs.	New Zealand's mentoring program is fairly extensive, with guidance over 2 years, and focuses mainly on classroom issues.
Papua New Guinea	Teacher induction consists of an Inspection Program which is mostly school-run and required for full certification of teachers.	Mentoring, Seminars and Meetings, Class Visitations, and "National In-Service Week"	All new teachers (defined as new to teaching, the school or the level) are mandated to participate in induction during their first year.	Schools pay for induction programs. Administration of Inspection Program is nationally funded.	In Papua New Guinea, reforms are in place to formalize the mentor program and to more fully involve the National Department of Education.
Singapore	The national government requires that schools prepare for new teachers, but schools organize their own induction program.	Mentoring, Seminars and Meetings, and Ministry of Education handbook	Most beginning teachers participate in induction programs which are mostly during the first few days or weeks of school.	Schools fund programs, which are seen as the responsibility of the school to accommodate and instruct the newcomer.	In Singapore, teacher induction focuses on issues related to the particular school community, and focuses of the programs include welcoming the teacher, building his or her confidence, and integrating the new teacher into the school.

APPENDIX C (Continued)

APEC MEMBERS' TEACHER INDUCTION PROGRAMS
Highlights and Important Features

	Organization	Program Type(s)	Participation	Financing	Point of Interest
United States	Teacher induction is a state responsibility, and there are programs in 26 states. Some programs are state-run and others are school district-run.	Mentoring (most prominent), Seminars and Meetings, Model Classroom Observations, and Internships	Participation varies state to state. In some states, such as Florida or Connecticut, participation is mandated.	Method of financing varies considerably; some states and districts allot from their budges; others use competitive grant procedures; others provide no assistance, and in others school districts are the sole funders.	In the past 15 years, teacher induction programs have become more common and induction is being recognized as a critical period for professional growth.

* Note that Australia submitted responses compiled from several territories. These responses have been generalized, except in the case of the Northern Territories.
** Note that Canada submitted responses from two provinces, therefore information presented is not representative of the country as a whole.

APPENDIX D

APEC TEACHER INDUCTION STUDY
DRAFT SITE VISIT GUIDELINES, NOVEMBER 1, 1995

APPENDIX D

APEC TEACHER INDUCTION STUDY DRAFT SITE VISIT GUIDELINES, NOVEMBER 1, 1995

APEC TEACHER INDUCTION STUDY DRAFT SITE VISIT GUIDELINES FOR PROGRAM ADMINISTATORS NOVEMBER 1, 1995

These guidelines are intended for use with individuals involved in the design and management of the teacher induction program (e.g., experienced teachers, mentors, principals), although they may be providers of pre-school programs or workshops.

The questions in this protocol are generic. It is not intended that each question will be asked explicitly. The site visitor should be able to answer all relevant questions at the end of the site visit. After review of the materials supplied by APEC members and discussions with the APEC researcher, questions should be tailored to the specifics of the member, and additional questions on each topic added. As required, irrelevant questions should be eliminated. If information is available in previously reviewed materials, confirm that the information is still accurate.

Prior to asking any questions, introduce yourself, explain the purpose of the interview and the case study, and ask if the interviewee has any questions for you. Stress that the case studies are descriptive and not evaluative. Put the interviewee at ease.

Terminology should be adapted for each site. For example, while in one site the term "program" may denote a formal entity and the term "practices" a more informal approach, this may not be the case at another site. "Practices," "activities," and "program elements" may be terms that are unknown, synonymous with one another, or distinct from one another. During training, researchers should attempt to resolve terminology problems within and across sites.

Program Features

Information on the goals of the program

1. Why was the teacher induction program instituted?

2. What are the goals of the teacher induction program? Retention? Increase Morale? Acculturation? Skills Improvement? Assessment? Who articulated or established these goals, and what was the motivation for doing so?

3. In addition to these goals does the program have any specific objectives? For example, to train a certain proportion of new teachers?

4. Have the goal(s) changed over time? If so, why have they changed? Did an evaluation of the program lead to a refocusing of the goal(s)?

5. Is the teacher induction program part of a larger policy initiative (e.g., school reform)?

Information about program content

1. Please describe the teacher induction program and how it is delivered (e.g. pre-school orientation, mentoring, observation)? What is the purpose of each element? Who participates? What is the frequency and duration of participation? (This question forms the basis for many other probes; and the information received can be used to modify other probes into confirming questions.)

2. To what extent is the teacher induction program curriculum linked to school curriculum, teaching methods, classroom management, acculturation, implementing standards, or performance-based assessment? Is there a standard package of materials (e.g., curriculum, assessment procedures) available? If so, request a copy (if a copy has not previously been obtained). Ask the interviewee to provide highlights of materials. If materials have been previously received, ask interviewee to confirm your understanding of those materials, or clarify materials.

3. How does the teacher induction program relate to a teacher's pre-service training? How would you compare pre-service training (especially student teaching and other practical experiences) with teacher induction, in terms of level of formality, provision of support, duration of "program"? Where is pre-service training conducted (e.g., in exemplary sites, professional development schools, cooperating schools)? Is this the same for training and supports offered during the induction period?

4. How does the teacher induction program relate to teacher assessment?

5. Is the program the same throughout the country? If not, how and why does it vary?

6. Are first-year teachers' responsibilities different from second- or third-year teachers? From veteran teachers?

7. If the supporting teacher (e.g., mentor or guidance teacher) is a key element of the program, gain an understanding of the role, selection, training, and so on of that person.

Information about program development

1. Describe the process through which the program was developed (planning activities, curriculum development, training, dissemination).

2. At what political level is the teacher induction program developed?

3. Who was involved in program development? Why were these individuals chosen? What skills, experiences, personalities, and so on do (did) these individuals have? Were these individuals in any way different from other program development staff?

4. What program elements were considered, but not included, in the program? Why were these excluded (e.g., lack of funds, insufficient staff, inadequate training of staff)?

5. What role did teachers play in the development of the program?

6. What role did teachers play in program development?

Information about program implementation

1. Describe the implementation process (length of time, participants in implementation, activities added, participants added)? Baseline data? Monitoring? Evaluation? Others?

2. Is there a separate staff to plan and to implement the teacher induction program? If affirmative, describe background and mission? If not, how is the program administered? Describe the background of administrative personnel. What proportion of time in FTE is spent on planning and implementing the teacher induction program? Who runs the local implementation of the program?

3. What other staff are "key" participants in the program? How are they chosen? Are there incentives for others to offer assistance in the program? For example, do mentors receive monetary rewards?

4. How are implementors (e.g., mentors, assessors) of the program trained?

5. What, if any, difficulties have occurred in implementing the teacher induction program (at national, regional, local level)?

Information about teacher participation

1. Which teachers participates in the program? Is it voluntary or mandatory?

2. If voluntary, are there any patterns to the locales or participants?

3. If voluntary, what proportion participate?

4. If voluntary, why do some teachers not participate? What is the motivation to participate?

Resources available for teacher induction programs

1. What resources are used (e.g., reduced teaching load, mentors, program developers, staff trainers)?

2. How are resources allocated for the teacher induction program? Is there any regional variation in the allocation of resources? If so, how and why do such variations exist? Are there any efforts to tailor allocations to particular student populations (i.e., resources based on percentage of educationally-disadvantaged students)?

3. What are the source (s) of financial support?

4. Are financial resources budgeted? Staff resources? Payment for mentors? Materials? Travel? Staff development? Substitutes? Administrative time? Others?

Information about program costs and funding sources

1. What is the cost, per participant, for the teacher induction program? To average current expenditure per pupil?

2. What proportion of the costs are national? State? Local? School?

Information about program changes over time

1. Since the program's initial implementation in ___, what have been the most significant changes? Why were changes made?

2. At what point in the programs life were the changes made? Why were they made at that point?

3. Who initiated program changes? Were changes controversial? If so, why?

4. Did the changes improve or reduce the program's effectiveness? Why?

5. What role have teachers played in program changes over time?

Information on anticipated program changes

1. Please describe any plans for the program.

2. What improvements or changes would you like to see in the program? Why?

Program Impacts

Information about actual and perceived program impacts

1. What do you think the program has accomplished? What changes would you like to see in the future?

2. Do you feel the program has had an positive impact? How do you measure that impact, or the lack of impact?

3. If available, collect data on changes in retention, proportion of teachers meeting certification on initial try, job satisfaction, and so on.

4. If no data, ask for estimates from disparate people.

Information about evaluation procedures

1. Have the goals been achieved? Have the goals changed over time? Why?

2. How do you know if the goals have been achieved?

3. Has a formative evaluation taken place? In so, describe the process and results of that evaluation. At what level is the evaluation implemented? What is the purpose of the evaluation (e.g., to assess teachers, to assess the program, to justify program)? What motivated the evaluation? Who asked for it?

4. Has a summative evaluation taken place? If so, describe the process and results of that evaluation. At what level is the evaluation implemented? What is the purpose of the evaluation (e.g., to assess teachers, to assess the program, to justify program)?

5. If there has been no, why has it not taken place? Why is the program continued? What is the basis of program change?

Adaptability and Transferability

Information on importance of context to program impact

1. To what extent is any positive impact due to the status of teaching, resources, skills and personalities of key individuals, and the specific program elements?

Information on importance of "key" individuals

1. What would happen if (identify specific individuals) was not involved in the planning, "sponsoring," or implementing of the program? What are the characteristics of this individual that make him or her necessary for the successful adaptation of the program?

Information on program development or content that may limit adaptability

1. What program elements do you believe would be difficult to implement elsewhere? Why?

2. Describe a different context, and ask what impact their program would have.

3. What role do you think culture plays in teaching (as well as in recruiting, training, selection, and induction)? What effect do you think culture would have in adapting the teacher induction program for other members?

The following probes should be asked of administrator(s) familiar with issues of teacher training and recruitment practices.

Information about recruitment and placement of teachers

1. Are teachers recruited centrally or locally?

2. What proportion of the teaching force is "new" each year?

3. What is the process by which teachers are assigned to a particular jurisdiction? school? Does the existence of a teacher induction program affect recruitment or placement? Is there an effort to recruit or place teachers with backgrounds similar to the students they serve?

4. What proportion of teachers move from one jurisdiction to another in a year? Is the movement different for primary and secondary teachers? Is it voluntary?

5. Overall, what is the rate of attrition for new teachers after one year? After two years? After three years? After more than three years? Do these rates differ by region or by any other characteristic?

Obtain any attrition data available. Has there been a change in the attrition rate since the teacher induction program was introduced? Is there any evidence that the program has reduced attrition?

6. Have new teachers typically been "student teachers" at the school or within the jurisdiction that "hires" them for the first year?

Information on pre-service training

1. Are new teachers graduates of teacher training institutions? If not, learn about training of teachers.

2. Do students participate in student teaching? If so, how long is the student teaching period, what is expected of the student teachers, and how are they assessed? Is the student-teaching experience different for primary and secondary student teachers? If so, how?

3. Is there an ongoing relationship between the teacher training institution and the jurisdiction or school? Between the teacher training institution and the teacher? If so, how is this (are these) relationship(s) maintained?

4. Has the pre-service training been coordinated, in any way, with the teacher induction program? If so, what has occurred?

Information on the status of the teaching profession

1. How well are teachers paid compared to others with similar education and training? Does the pay scale for teachers differ among elementary, lower-, and upper-secondary teachers? What is the pay scale difference between first-year teachers and veteran teachers?

2. How important are teachers in the view of the general population? Does having a teacher in the family bring pride to the family? Why? Why not?

3. Has the status of teachers improved, declined or remained the same during the past 5, 10, 20 years? What factors have contributed to changes, if any have occurred?

4. What proportion of primary teachers are female? What percentage of secondary school teachers are female? If there is a wide disparity, why does this disparity exist?

5. What is the average length of service for a male teacher? For a female teacher? If different, why?

6. What proportion of teachers practice their profession in public schools? In private schools? Is there a difference in status between public- and private-school teachers?

APEC TEACHER INDUCTION STUDY
DRAFT SITE VISIT GUIDELINES FOR SCHOOL ADMINISTRATORS
NOVEMBER 1, 1995

These guidelines are intended for use with Principals, Headmasters, and Head Teacher or similar individuals involved in supervising new teachers at the school site.

The questions in this protocol are generic. It is not intended that each question will be asked explicitly. The site visitor should be able to answer all relevant questions at the end of the site visit. After review of the materials supplied by APEC members and discussions with the APEC researcher, questions should be tailored to the specifics of the member, and additional questions on each topic added. As required, irrelevant questions should be eliminated. If information is available in previously reviewed materials, confirm that the information is still accurate.

Prior to asking any questions, introduce yourself, explain the purpose of the interview and the case study, and ask if the interviewee has any questions for you. Stress that the case studies are descriptive and not evaluative. Put the interviewee at ease.

Terminology should be adapted for each site. For example, while in one site the term "program" may denote a formal entity and the term "practices" a more informal approach, this may not be the case at another site. "Practices," "activities," and "program elements" may be terms that are unknown, synonymous with one another, or distinct from one another. During training, researchers should attempt to resolve terminology problems within and across sites.

Program Features

Roles and Responsibilities

1. How are you involved in the teacher induction program?

2. How long have you been involved in this capacity? Have you previously been involved in another capacity?

3. What are you expected to do to induct new teachers (e.g., mentoring, assessment, schedule time, organize workshops)?

4. Is this role expected of someone in your position?

5. Are there any requirement for you to participate in the teacher induction program?

6. Did you receive any training? If so, what kind of training did you receive, and who provided it?

7. Do you receive additional compensation or other benefits for participating in the teacher induction program?

8. Please describe a situation where you have worked with a new teacher to ease his or her transition to full-time teaching?

Information on the goals of the program

1. Why was the teacher induction program instituted? Is the implementation of teacher induction programs or practices part of a larger policy initiative? To what extent is teacher induction linked to other educational reform goals (e.g., performance-based assessment, curriculum standards)?

2. What are the goals of the teacher induction program? Retention? Increase Morale? Acculturation? Skills Improvement? Assessment? Who articulated or established these goals, and what was the motivation for doing so?

3. In addition to these goals does the program have any specific objectives? For example, to train a certain proportion of new teachers?

4. Have the goal(s) changed over time? If so, why have they changed? Did an evaluation of the program lead to a refocusing of the goal(s)?

Information about program content

1. Please describe the teacher induction program and how it is delivered (e.g. pre-school orientation, mentoring, observation)? What is the purpose of each element? Who participates? What is the frequency and duration of participation? (This question forms the basis for many other probes; and the information received can be used to modify other probes into confirming questions.)

2. To what extent is the teacher induction program curriculum linked to school curriculum, teaching methods, classroom management, acculturation, implementing standards, or performance-based assessment? Is there a standard package of materials (e.g., curriculum, assessment procedures) available? If so, request a copy (if a copy has not previously been obtained). Ask the interviewee to provide highlights of materials. If materials have been previously received, ask interviewee to confirm your understanding of those materials, or clarify materials.

3. How does the teacher induction program relate to a teacher's pre-service training? How would you compare pre-service training (especially student teaching and other practical experiences) with teacher induction, in terms of level of formality, provision of support, duration of "program"? Where is pre-service training conducted (e.g., in exemplary sites, professional development schools, cooperating schools)? Is this the same for training and supports offered during the induction period?

4. How does the teacher induction program relate to teacher assessment?

5. Is the program the same throughout the country? If not, how and why does it vary?

Information about program development

1. Describe the process through which the program was developed (planning activities, curriculum development, training, dissemination).

2. At what political level is the teacher induction program developed?

3. Who was involved in program development? Why were these individuals chosen? What skills, experiences, personalties, and so on do (did) these individuals have? Were these individuals in any way different from other program development staff?

4. What program elements were considered, but not included, in the program? Why were these excluded (e.g., lack of funds, insufficient staff, inadequate training of staff)?

5. What role did teachers play in the development of the program?

6. What role did school-level administrators play in program development?

Information about program implementation

1. What, if any, difficulties have been occurred in implementing the teacher induction program at your school?

Information about teacher participation

1. Which teachers participates in the program? Is it voluntary or mandatory?

2. If voluntary, are there any patterns to the locales or participants?

3. If voluntary, what proportion participate?

4. If voluntary, why do some teachers not participate? What is the motivation to participate?

Resources available for teacher induction programs

1. What resources are used (e.g., reduced teaching load, mentors, program developers, staff trainers)?

2. How are resources allocated for the teacher induction program? Is there any regional variation in the allocation of resources? If so, how and why do such variations exist? Are there any efforts to tailor allocations to particular student populations (i.e., resources based on percentage of educationally-disadvantaged students)?

3. What are the source(s) of financial support?

4. Are financial resources budgeted? Staff resources? Payment for mentors? Materials? Travel? Staff development? Substitutes? Administrative time? Others?

Information about program costs and funding sources

1. What proportion of the costs are national? State? Local? School?

Information about program changes over time

1. Since the program's initial implementation in ___, what have been the most significant changes? Why were changes made?

2. At what point in the programs life were the changes made? Why were they made at that point?

3. Who initiated program changes? Were changes controversial? If so, why?

4. Did the changes improve or reduce the program's effectiveness? Why?

5. What role have teachers and school administrators played in program changes over time?

Information on anticipated program changes

1. Please describe any plans for the program.

2. What improvements or changes would you like to see in the program? Why?

Program Impacts

Information about actual and perceived program impacts

1. What do you think the program has accomplished? What changes would you like to see in the future?

2. Do you feel the program has had an positive impact? How do you measure that impact, or the lack of impact?

3. If available, collect data on changes in retention, proportion of teachers meeting certification on initial try, job satisfaction, and so on.

4. If no data, ask for estimates from disparate people.

Information about evaluation procedures

1. Have the goals been achieved? Have the goals changed over time? Why?

2. How do you know if the goals have been achieved?

3. Has a formative evaluation taken place? In so, describe the process and results of that evaluation. At what level is the evaluation implemented? What is the purpose of the evaluation (e.g., to assess teachers, to assess the program, to justify program)? What motivated the evaluation? Who asked for it?

4. Has a summative evaluation taken place? If so, describe the process and results of that evaluation. At what level is the evaluation implemented? What is the purpose of the evaluation (e.g., to assess teachers, to assess the program, to justify program)?

5. If there has been no, why has it not taken place? Why is the program continued? What is the basis of program change?

Adaptability and Transferability

Information on importance of context to program impact

1. To what extent is any positive impact due to the status of teaching, resources, skills and personalities of key individuals, and the specific program elements?

Information on importance of "key" individuals

1. What would happen if (identify specific individuals) was not involved in the planning, "sponsoring," or implementing of the program? What are the characteristics of this individual that make him or her necessary for the successful adaptation of the program?

Information on program development or content that may limit adaptability

1. What program elements do you believe would be difficult to implement elsewhere? Why?

2. Describe a different context, and ask what impact their program would have.

3. What role do you think culture plays in teaching (as well as in recruiting, training, selection, and induction)? What effect do you think culture would have in adapting the teacher induction program for other members?

The following probes should be asked of administrator(s) familiar with issues of teacher training and recruitment practices.

Information about recruitment and placement of teachers

1. Are teachers recruited centrally or locally?

2. What proportion of the teaching force is "new" each year?

3. What is the process by which teachers are assigned to a particular jurisdiction? school? Does the existence of a teacher induction program affect recruitment or placement? Is there an effort to recruit or place teachers with backgrounds similar to the students they serve?

4. What proportion of teachers move from one jurisdiction to another in a year? Is the movement different for primary and secondary teachers? Is it voluntary?

5. Overall, what is the rate of attrition for new teachers after one year? After two years? After three years? After more than three years? Do these rates differ by region or by any other characteristic? Obtain any attrition data available. Has there been a change in the attrition rate since the teacher induction program was introduced? Is there any evidence that the program has reduced attrition?

6. Have new teachers typically been "student teachers" at the school or within the jurisdiction that "hires" them for the first year?

Information on pre-service training

1. Are new teachers graduates of teacher training institutions? If not, learn about training of teachers.

2. Do students participate in student teaching? If so, how long is the student teaching period, what is expected of the student teachers, and how are they assessed? Is the student-teaching experience different for primary and secondary student teachers? If so, how?

3. Is there an ongoing relationship between the teacher training institution and the jurisdiction or school? Between the teacher training institution and the teacher? If so, how is this (are these) relationship(s) maintained?

4. Has the pre-service training been coordinated, in any way, with the teacher induction program? If so, what has occurred?

Information on the status of the teaching profession

1. How well are teachers paid compared to others with similar education and training? Does the pay scale for teachers differ among elementary, lower-, and upper-secondary teachers? What is the pay scale difference between first-year teachers and veteran teachers?

2. How important are teachers in the view of the general population? Does having a teacher in the family bring pride to the family? Why? Why not?

3. Has the status of teachers improved, declined or remained the same during the past 5, 10, 20 years? What factors have contributed to changes, if any have occurred?

4. What proportion of primary teachers are female? What percentage of secondary school teachers are female? If there is a wide disparity, why does this disparity exist?

5. What is the average length of service for a male teacher? For a female teacher? If different, why?

6. What proportion of teachers practice their profession in public schools? In private schools? Is there a difference in status between public- and private-school teachers?

APEC TEACHER INDUCTION STUDY
DRAFT SITE VISIT GUIDELINES FOR TEACHER EDUCATORS
NOVEMBER 1, 1995

These guidelines are intended for use with teacher educators. The audience will be administrators and faculty in the teacher training institutes, especially those who may have direct links to the induction program.

The questions in these guidelines are generic. It is not intended that each question will be asked explicitly. The site visitor should be able to answer all relevant questions at the end of the site visit. After review of the materials supplied by APEC members and discussions with the APEC researcher, questions should be tailored to the specifics of the member, and additional questions on each topic added. As required, irrelevant questions should be eliminated. If information is available in previously reviewed materials, confirm that the information is still accurate.

Prior to asking any questions, introduce yourself, explain the purpose of the interview and the case study, and ask if the interviewee has any questions for you. Stress that the case studies are descriptive and not evaluative. Put the interviewee at ease.

Terminology should be adapted for each site. For example, while in one site the term "program" may denote a formal entity and the term "practices" a more informal approach, this may not be the case at another site. "Practices," "activities," and "program elements" may be terms that are unknown, synonymous with one another, or distinct from one another. During training, researchers should attempt to resolve terminology problems within and across sites.

Program Features

Information on pre-service training

1. Please describe briefly the method of teacher training in _____ .

2. Do students participate in student teaching? If yes, how long is the teaching period, what is expected of the student teachers, and how are they assessed? Is the student teaching different for primary and secondary student teachers? If so, how?

3. Is there an on-going relationship between the teacher training institution and the jurisdiction or school? Between the teacher training institution and the new teacher? If yes, how is this (are these) relationship(s) maintained?

4. Has the pre-service training been coordinated in any way with the teacher induction program. If so, what has occurred?

5. Do you think that pre-service training is a factor in the structure and process of teacher induction in _____?

6. How does the teacher induction program relate to a teacher's pre-service training? How would you compare pre-service training (especially student teaching and other practical experiences) with teacher induction, in terms of level of formality, provision of support, duration of "program"? Where is pre-service training conducted (e.g., in exemplary sites, professional development schools, cooperating schools)? Is this the same for training and supports offered during the induction period?

Roles and Responsibilities

1. How are you involved in the teacher induction program?

2. How long have you been involved in this capacity? Have you previously been involved in another capacity?

3. What are you expected to do to induct new teachers (e.g., mentoring, assessment, schedule time, organize workshops)?

4. Is this role expected of someone in your position?

5. Are there any requirements for you to participate in the teacher induction program?

6. Did you receive any training? If so, what kind of training did you receive, and who provided it?

7. Do you receive additional compensation or other benefits for participating in the teacher induction program?

8. Please describe situations within which you worked with new teachers to ease their transition into full-time teaching?

9. How is research conducted in teacher induction? Is teacher induction considered an important topic in academia? In the policy realm? Obtain any available studies, articles, and so on.

Information on the goals of the program

1. Why was the teacher induction program instituted? Is the implementation of teacher induction programs or practices part of a larger policy initiative? To what extent is teacher induction linked to other educational reform goals (e.g., performance-based assessment, curriculum standards)?

2. What are the goals of the teacher induction program? Retention? Increase Morale? Acculturation? Skills Improvement? Assessment?

3. In addition to these goals, does the program have any specific objectives? For example, to train a certain proportion of new teachers?

4. Have the goal(s) changed over time? If so, why have they changed? Did an evaluation of the program lead to a refocusing of the goal(s)?

5. What changes would you like to see in the program? Why?

Information about program development

1. Describe the process through which the program was developed (planning activities, curriculum development, training, dissemination).

2. At what political level is the teacher induction program developed?

3. What role do you think culture plays in teaching (as well as in recruiting, training, selection, and induction)? What effect do you think culture would have in adapting the teacher induction program for other members?

Information about teacher participation

1. Which teachers participate in the program? Is it voluntary or mandatory?

2. If voluntary, are there any patterns to the locales or participants?

3. If voluntary, what proportion participate?

4. If voluntary, why do some teachers not participate? What is the motivation to participate?

Information on the status of the teaching profession

1. How well are teachers paid compared to others with similar education and training? Does the pay scale for teachers differ among elementary, lower-, and upper-secondary teachers? What is the pay scale difference between first-year teachers and veteran teachers?

2. How important are teachers in the view of the general population? Does having a teacher in the family bring pride to the family? Why? Why not?

3. Has the status of teachers improved, declined or remained the same during the past 5, 10, 20 years? What factors have contributed to changes, if any have occurred?

4. What proportion of primary teachers are female? What percentage of secondary school teachers are female? If there is a wide disparity, why does this disparity exist?

5. What is the average length of service for a male teacher? For a female teacher? If different, why?

6. What proportion of teachers practice their profession in public schools? In private schools? Is there a difference in status between public- and private-school teachers?

APEC TEACHER INDUCTION STUDY
DRAFT SITE VISIT GUIDELINES FOR TEACHERS INVOLVED IN PROGRAM DELIVERY
NOVEMBER 1, 1995

These guidelines are intended for use with teachers involved in the implementation of the teacher induction program. In most cases, these individuals will be involved as mentors, model classroom hosts, or team teachers, although they may be providers of pre-school programs or workshops.

The questions in these guidelines are generic. It is not intended that each question will be asked explicitly. The site visitor should be able to answer all relevant questions at the end of the site visit. After review of the materials supplied by APEC members and discussions with the APEC researcher, questions should be tailored to the specifics of the member, and additional questions on each topic added. As required, irrelevant questions should be eliminated. If information is available in previously reviewed materials, confirm that the information is still accurate.

Prior to asking any questions, introduce yourself, explain the purpose of the interview and the case study, and ask if the interviewee has any questions for you. Stress that the case studies are descriptive and not evaluative. Put the interviewee at ease.

Terminology should be adapted for each site. For example, while in one site the term "program" may denote a formal entity and the term "practices" a more informal approach, this may not be the case at another site. "Practices," "activities," and "program elements" may be terms that are unknown, synonymous with one another, or distinct from one another. During training, researchers should attempt to resolve terminology problems within and across sites.

Roles and Responsibilities

1. How are you involved in the teacher induction program?

2. How long have you been involved in this capacity? Have you been previously involved in another capacity?

3. Why are you participating in the program?

4. What are you expected to do as _____?

5. Did you volunteer, or was this an assigned duty?

6. Are there any requirements for you to participate in the teacher induction program?

7. Did you receive any training? If so, what kind of training did you receive, and who provided it?

8. Do you receive additional compensation, reduced teaching load, or other changes in teaching duties for participating in the teacher induction program?

Program Features

Information on the goals of the program

1. Why was the teacher induction program instituted? Is the implementation of teacher induction programs or practices part of a larger policy initiative? To what extent is teacher induction linked to other educational reform goals (e.g., performance-based assessment, curriculum standards)?

2. What are the goals of the teacher induction program? Retention? Increase Morale? Acculturation? Skills Improvement? Assessment?

3. In addition to these goals, does the program have any specific objectives? For example, to train a certain proportion of new teachers?

4. Have the goal(s) changed over time? If so, why have they changed? Did an evaluation of the program lead to a refocusing of the goal(s)?

Information about program content

1. Please describe the teacher induction program and how it is delivered (e.g., pre-school orientation, mentoring, observation)? What is the purpose of each element? Who participates? What is the frequency and duration of participation? (This question forms the basis for many other probes; and the information received can be used to modify other probes into confirming questions.)

2. To what extent is the teacher induction curriculum linked to school curriculum, teaching methods, classroom management, acculturation, implementing standards, and performance-based assessment? Is there a standard package of materials (e.g., curriculum, assessment procedures) available? If so, request a copy (if a copy has not previously been obtained). Ask the interviewee to provide highlights of materials. If materials have been previously received, ask interviewee to confirm your understanding of those materials, or clarify materials.

3. How does the teacher induction program relate to a teacher's pre-service training? How would you compare pre-service training (especially student teaching and other practical experiences) with teacher induction, in terms of level of formality, provision of support, duration of "program"? Where is pre-service training conducted (e.g., in exemplary sites, professional development schools, cooperating schools)? Is this the same for training and supports offered during the induction period?

4. How does the teacher induction program relate to teacher assessment? To assistance, support, or guidance of new teachers?

5. Is the program the same throughout the country? If not, how and why does it vary?

Information about teacher participation

1. Which new teachers participates in the program? Is it voluntary or mandatory?

2. If voluntary, why do some teachers not participate? What is the motivation to participate?

Resources available for teacher induction programs

1. What resources are used (e.g., reduced teaching load, mentors, program developers, staff trainers)?

2. How are resources allocated for the teacher induction program?

3. What are the source(s) of financial support?

4. Are financial resources budgeted? Staff resources? Payment for mentors? Materials? Travel? Staff development? Substitutes? Administrative time? Other?

Information about program changes over time

1. Since the program's initial implementation in___ , are you aware of significant changes? Why were changes made?

2. At what point in the programs life were the changes made? Why were they made at that point?

3. Who initiated program changes? Were changes controversial? If so, why?

4. Did the changes improve or reduce the program's effectiveness? Why?

5. What role have teachers played in program changes over time?

Information on anticipated program changes

1. Please describe any plans for the programs?

2. What improvements or changes would you like to see in the program? Why?

Program Impacts

Information about actual and perceived program impacts

1. Do you feel the program has had a positive impact? How do you measure that impact, or the lack of impact?

2. What types of issues do first year teachers typically struggle with? Does the teacher induction program address these issues? Please describe an instance in which you assisted a first-year teacher? Are there any tensions or conflicts that arise during the course of the induction program?

Information about evaluation procedures

1. Have the goals been achieved? Have the goals changed over time? Why?

2. How do you know if the goals have been achieved?

Adaptability and Transferability

Information on importance of context to program impact

1. To what extent is any positive impact of the program due to the status of teaching, resources, skills and personalities of key individuals, and the specific program elements?

Information on importance of "key" individuals

1. What would happen if (identify specific individuals) was not involved in the planning, "sponsoring," or implementing of the program? What are the characteristics of this individual that make him or her necessary for the successful adaptation of the program?

Information on program development or content that may limit adaptability

1. What program elements do you believe would be difficult to implement elsewhere? Why?

2. Describe a different context, and ask what impact their program would have?

3. What role do you think culture plays in teaching (as well as in recruiting, training, selection, and induction)? What effect do you think culture would have in adapting the teacher induction program for other members?

Information on the status of the teaching profession

1. How well are teachers paid compared to others with similar education and training? Does the pay scale for teachers differ among elementary, lower-, and upper-secondary teachers? What is the pay scale difference between first-year teachers and veteran teachers?

2. How important are teachers in the view of the general population? Does having a teacher in the family bring pride to the family? Why? Why not?

3. Has the status of teachers improved, declined or remained the same during the past 5, 10, 20 years? What factors have contributed to changes, if any occurred?

4. What proportion of primary teachers are female? What percentage of secondary school teachers are female? If there is a wide disparity, why does this disparity exist?

5. What is the average length of service for a male teacher? For a female teacher? If different, why?

6. What proportion of teachers practice their profession in public schools? In private schools? Is there a difference in status between public- and private-school teachers?

APEC TEACHER INDUCTION STUDY
DRAFT SITE VISIT GUIDELINES FOR RECENT TEACHER PARTICIPANTS
NOVEMBER 1, 1995

These guidelines are intended for use with teachers who recently completed participating in the teacher induction program. In most cases, these will be teachers with 2 to 3 years experience. However, more experienced teachers new to a jurisdiction or school also could be recent participants. Reference should also be made to the questions in the exploratory survey and the member's response.

The questions in these guidelines are generic. It is not intended that each question will be asked explicitly. The site visitor should be able to answer all relevant questions at the end of the site visit. After review of the materials supplied by APEC members and after discussions with the APEC researcher, questions should be tailored to the specifics of the member, and additional questions on each topic added. As required, irrelevant questions should be eliminated. If information is available in previously reviewed materials, confirm that the information is still accurate.

Prior to asking any questions, introduce yourself, explain the purpose of the interview and the case study, and ask if the interviewee has any questions of you. Stress that the case studies are descriptive and not evaluative. Put the interviewee at ease.

Terminology should be adapted for each site. For example, while in one site the term program may denote a formal entity and the term practices a more informal approach, this may not be the case in another site. Practices, activities, and program elements may be terms that are unknown, synonymous, or distinct. During training, the researchers should attempt to resolve terminology problems within and across sites.

Roles and Expectations

1. Please describe your duties as a new teacher in ___ school?

2. How is your daily time allocated? Is this different than in your first year of teaching?

3. What type of assistance are you provided by other teachers, department chairs, principals, or other administrators?

4. How do your duties differ now compared to your first year as a new teacher participating in a teacher induction program? How does your salary differ?

5. Are you now involved in the teacher induction program? If so, in what way? (*It may be appropriate to incorporate questions from experienced teacher protocol, as appropriate.*)

6. What was the first-year teaching experience like?

7. How did your expectations for teaching change over the first year? Did the teacher induction program effect your expectations? If so, how?

Program Understanding

1. Please describe the teacher induction program?

a. What are the goals of teacher induction (e.g., morale, retention, skills development, assessment)?

b. Were these goals provided to you as part of the program, or were they implied?

c. What are the teacher induction activities that you participate in as a new teacher (e.g., pre-service briefing, mentoring, in-service workshops)?

d. Please describe these activities?

e. How was your time structured to participate in these induction activities? Before school term begins, during the school day, after school, weekends, vacation time?

f. Who else was involved in the program (e.g., experienced teachers, recent inductees, administrators)? What were their roles?

2. Do all new teachers participate in the teacher induction program? If not, how were you selected?

3. What resources were used (e.g., reduced teaching load, mentors, program developers, staff trainers)?

4. In what ways were the teacher induction activities in which you participated related to your pre-service training?

5. To what extent is the teacher induction program and its activities linked to school curriculum, teaching methods, classroom management, acculturation, implementing standards, and performance-based assessment?

Information on the assessment of teachers

1. Is there a relationship between the teacher induction activities in which you participate and the assessment of your teaching skills?

2. During the first year of teaching, how are teachers assessed? Type of assessments? Purpose? Frequency? Participants? Consequences? Stakes? Does assessment include assistance or mentoring?

3. Is there a heavy emphasis placed on the assessment of beginning teachers, in your education system? Does teacher assessment continue after a probational or initial period?

4. Are teacher assessments connected to licensure or employment?

Program Impacts

Information on program impact and anticipated program changes

1. Do you feel you have benefited by mentoring, workshops, classroom observations, and so on? In what way and why? (Probe — in order that you might isolate contributions derived from program content versus contributions from specific individuals.)

2. What types of issues did you struggle with during your first year of teaching, and did the teacher induction program help you address these issues? Could you describe a particular instance in which the program assisted you? Could you describe any tensions or conflicts that arose during your participation in the teacher induction program?

3. What improvements or changes would you like to see in the program? Why?

4. Are you aware of any changes planned for future years?

Information about evaluation procedures

1. Did you participate in an evaluation of the induction program? If yes, please describe the evaluation? Did you get to see the results of your evaluation? If not, do you expect to participate in an evaluation? If yes, what do you anticipate the evaluation will involve?

Adaptability and Transferability

Information on importance of context to program success

1. To what extent do you think the program is successful because of the status of teaching, resources, skills and personalities of key individuals, and the specific program elements?

Information on importance of "key" individuals

1. What would happen if (identify specific individuals) was not involved in the planning, "sponsoring," or implementing of the program? What are the characteristics of this individual that make him or her necessary to the successful adaptation of the program?

Information on program development or content that may limit adaptability

1. What elements of the program do you believe would be difficult to implement elsewhere? Why?

2. Describe a different context, and ask what impact their program would have.

3. What role do you think culture plays in teaching (as well as in recruiting, training, selection, and induction)? What effect do you think culture would have in adapting the teacher induction program for other members?

General Context

Information on teacher perceptions

1. Why did you decide to become a teacher?

2. So far, is teaching what you expected it to be (in terms of money, respect, status, responsibility, challenge)? If it is not what you expected, how is it different?

3. Are teachers valued by the general population? Does having a teacher in the family bring pride to the family? Why? Why not?

4. Has the status of teachers improved, declined or remained the same during the past 5, 10, 20 years? What factors have contributed to these changes, if any occurred?

5. Do you feel well-served by the program of teacher induction you were provided? Could you describe an instance in which the program or program supports were particularly useful to you?

APEC TEACHER INDUCTION STUDY
DRAFT SITE VISIT GUIDELINES FOR NEW TEACHERS
NOVEMBER 1, 1995

These guidelines are intended for use with teachers participating as inductees in the teacher induction program. In most cases, these will be new teachers. However, experienced teachers new to a jurisdiction or school also could be inductees. (Reference also should be made to the questions in the exploratory survey and the member's response.)

The questions in these guidelines are generic. It is not intended that each question will be asked explicitly. The site visitor should be able to answer all relevant questions at the end of the site visit. After review of the materials supplied by APEC members and after discussions with the APEC researcher, questions should be tailored to the specifics of the member, and additional questions on each topic added. As required, irrelevant questions should be eliminated. If information is available in previously reviewed materials, confirm that the information is still accurate.

Prior to asking any questions, introduce yourself, explain the purpose of the interview and the case study, and ask if the interviewee has any questions for you. Stress that the case studies are descriptive and not evaluative. Put the interviewee at ease.

Terminology should be adapted for each site. For example, while in one site the term "program" may denote a formal entity and the term "practices" a more informal approach, this may not be the case at another site. "Practices," "activities," and "program elements" may be terms that are unknown, synonymous with one another, or distinct from one another. During training, researchers should attempt to resolve terminology problems within and across sites.

Roles and Expectations

1. Please describe your duties as a new teacher in _____ school?

2. How is your daily time allocated? Is this different from other teachers? If so, how?

3. What type of assistance are you provided by other teachers, department chairs, principals, or other administrators?

4. Are you participating in a teacher induction program? Was participation voluntary or mandatory?

5. What is the first-year teaching experience like?

6. How did your expectations for teaching change over the first year? Did the teacher induction program effect your expectations? If so, how?

Program Understanding

1. Please describe the teacher induction program?

a. What are the goals of teacher induction (e.g., morale, retention, skills development, assessment)?

b. Were these goals provided to you as part of the program, or were they implied?

c. What are the teacher induction activities that you participate in as a new teacher (e.g., pre-service briefing, mentoring, in-service workshops)?

d. Please describe these activities.

e. How is your time structured to participate in these induction activities? Before school term begins, during the school day, after school, weekends, vacation time?

f. Who else is involved in the program (e.g., experienced teachers, recent inductees, administrators)? What are their roles?

2. Do all new teachers participate in the teacher induction program? If not, how were you selected?

3. What resources are used (e.g., reduced teaching load, mentors, program developers, staff trainers)?

4. How, if at all, is the teacher induction program linked to your prior teacher training?

5. To what extent is the teacher induction program and its activities linked to school curriculum, teaching methods, classroom management, acculturation, implementing standards, and performance-based assessment?

Information on the assessment of teachers

1. Is there a relationship between the teacher induction activities that you participate in and the assessment of your teaching skills?

2. During the first year of teaching, how are teachers assessed? Type of assessments? Purpose? Frequency? Participants? Consequences? Stakes? Does assessment include assistance or mentoring?

3. Is there a heavy emphasis placed on the assessment of beginning teachers, in your education system? Does the teacher assessment continue after a probational or initial period?

4. Are teacher assessments connected to licensure or employment?

Program Impacts

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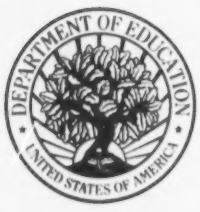

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